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ABSTRACT

This document presents Part One (pages 1-432) of the joint hearings held May 13 and 20, 1971 before two subcommittees of the Committee on Labor and Public Welfare. The hearings were designed to amend the Economic Opportunity Act of 1964 to provide for a comprehensive child development program in the department of Health, Education and Welfare and related bills. Part One includes the texts of the bills, a chronological listing of witnesses, and an alphabetical listing of statements. Additional information on six articles and publications relating to child development, black child development, and child care is reprinted. Part Two (pages 433-672, May 25 and 26) is available as PS 005 107. Part Three (pages 673-930, May 27 and June 16) is available as PS 005 108. (WY)

COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

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JOINT HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT, MANPOWER, AND POVERTY

AND THE

SUBCOMMITTEE ON CHILDREN AND YOUTH

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

S. 1512

TO AMEND THE ECONOMIC OPPORTUNITY ACT OF 1964 TO PROVIDE FOR A COMPREHENSIVE CHILD DEVELOPMENT PROGRAM IN THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

AND RELATED BILLS

MAY 13 AND 20, 1971

PART 1

Printed for the use of the Committee on Labor and Public Welfare

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COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

THURSDAY, MAY 13, 1971

U.S. Senate,
Subcommittee on Employment, Manpower,
and Poverty and the
Subcommittee on Children and Youth of the
Committee on Labor and Public Welfare,
Washington, D.C.

The subcommittees met at 10 a.m. in room 412, Old Senate Office Building, Hon. Walter F. Mondale, chairman of the Subcommittee on Children and Youth, presiding.

Present Senator Mondale.

Committee staff members present: A. Sidney Johnson III, professional staff member to the subcommittee; and John K. Scales minority counsel.

Senator Mondale. The hearing will come to order. Senator Cranston, who is a most dedicated member of this subcommittee, could not be here this morning, because he is chairing a Veterans' Affairs Subcommittee hearing.

I would like to include at this point in the record a statement by Senator Cranston on S. 1512.

STATEMENT OF HON. ALAN CRANSTON, A U.S. SENATOR FROM THE STATE OF CALIFORNIA

Senator Cranston. Mr. Chairman, before our distinguished panel of witnesses presents its testimony this morning, I'd like to take a minute to say how very pleased I am, as a member of the new Subcommittee on Children and Youth, and of the old Subcommittee on Employment, Manpower, and Poverty, to be working with you on measures of such importance to the future well-being of our Nation. Unfortunately, I was unable to be present at the Children and Youth Subcommittee's initial hearing 2 weeks ago, since I was then chairing my own Veterans' Affairs Subcommittee hearings at the same time. Now, however, I look forward to being able to devote much work, with you, Mr. Chairman, with Chairman Nelson, and with Senators Javits and Schweiker, the ranking subcommittee minority members, to insure that prompt action is taken on the vital legislation we are considering here today.

Let me say that my involvement with Headstart during the past 2 years has been a most gratifying experience. I was especially pleased to be able to join with you, Mr. Chairman, last fall, in helping to save Headstart from cutbacks last year by an amendment we sponsored on the Senate floor to the labor/health, education, and welfare appropriations bill for this fiscal year. Our amendment, which was approved 44–32, called for the full funding of Headstart at the $398 million authorized level. Although the conference committee subsequently approved less—$360 million—the ultimate appropriation amounted to $21 million more than requested by the administration, and $34 million more than expended last year. This appropriation, which was released by OMB just 2 months ago, should serve many thousands of disadvantaged children who would otherwise have been without this vital preschool assistance this fiscal year. Of equal significance, it will also serve to set a higher funding level for Headstart next fiscal year under a continuing resolution before the fiscal year 1972 appropriation bill is finally enacted.

For fiscal 1972 and beyond, however, we can and must do even more. S. 1512, which I am proud to cosponsor along with a broad bipartisan group of Senators, has the support of a broad coalition of education, child development, and civil rights organizations. This bill will enable us to meet our responsibilities to our Nation's children and ourselves by authorizing massive funding for comprehensive child development programs. Because these programs will be controlled by local prime sponsors, with substantial community-based decisionmaking and parent participation, the bill offers a magnificent opportunity for deeply involving communities, families, and individuals with each other and their children's destinies.

In addition, S. 1512 expands existing authority so as to provide services, not only for the 3½ million children under the age of 6 whose families live below the poverty level, but for children from marginal income families as well.

By establishing the Office of Child Development in HEW as the principal agency for administration of the act and coordination of all child development activities and programs, S. 1512 recognizes that the diverse interests in the child development field and the need to take account of them all without giving primacy to any one, demands retention of an independent child development office accountable to the Secretary of HEW.

Mr. Chairman, let me close by reaffirming my belief that the greatness and most enduring resource of America is not our global concerns and master strategies, but our initiative and tenacity and our concern for the future welfare of our children.

(A copy of S. 1512, S. 706, and S. 530 follow:)

92d CONGRESS
1st Session

S. 1512

IN THE SENATE OF THE UNITED STATES

April 5, 1971

Mr. Mondale (for himself, Mr. Bayh, Mr. Brooke, Mr. Case, Mr. Cranston, Mr. Eagleton, Mr. Harris, Mr. Hart, Mr. Hartke, Mr. Hollings, Mr. Humphrey, Mr. Inouye, Mr. Javits, Mr. Kennedy, Mr. McGee, Mr. McGovern, Mr. Mansfield, Mr. Mathias, Mr. Metcalf, Mr. Moss, Mr. Muskie, Mr. Nelson, Mr. Pastore, Mr. Pell, Mr. Randolph, Mr. Ribicoff, Mr. Schweicker, Mr. Stevenson, Mr. Tunney, and Mr. Williams) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend the Economic Opportunity Act of 1964 to provide for a comprehensive child development program in the Department of Health, Education, and Welfare.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Comprehensive Child Development Act of 1971".

AMENDMENT

Sec. 2. Title V of the Economic Opportunity Act of 1964, as amended, is amended to read as follows:

VII—O

"TITLE V—COMPREHENSIVE CHILD DEVELOPMENT PROGRAM

STATEMENT OF FINDINGS AND PURPOSE

SEC. 501. (a) The Congress finds that—

(1) millions of American children are suffering unnecessary harm from the lack of adequate child development services, particularly during early childhood years;

(2) comprehensive child development programs, including a full range of health, education, and social services, are essential to the achievement of the full potential of America's children and should be available as a matter of right to all children regardless of economic, social, and family background;

(3) children with special needs must receive full and special consideration in planning any child development programs and, pending the availability of such programs for all children, priority must be given to preschool children with the greatest economic and social need;

(4) while no mother may be forced to work outside the home as a condition for using child development programs, such programs are essential to allow many parents to undertake or continue full- or part-time employment, training, or education; and

(5) it is essential that the planning and operation of such programs be undertaken as a partnership of parents, community, and local government.

(b) It is the purpose of this Act to provide every child with a fair and full opportunity to reach his full potential by establishing and expanding comprehensive child development programs and services designed to assure the sound and coordinated development of these programs, to recognize and build upon the experience and success gained through the Headstart program and similar efforts, to furnish child development services for those children who need them most, with special emphasis on preschool programs for economically disadvantaged children, and for children of working mothers and single parent families, to provide that decisions on the nature and funding of such programs be made at the community level with the full involvement of parents and other individuals and organizations in the community interested in child development, and to establish the legislative framework for the future expansion of such programs to universally available child development services.

PART A—COMPREHENSIVE CHILD DEVELOPMENT PROGRAMS

PROGRAM AUTHORIZED

SEC. 511. The Secretary of Health, Education, and Welfare is authorized and directed to provide financial assistance for child development programs in accordance with the provisions of this title.

PS005106

AUTHORIZATION OF APPROPRIATIONS

SEC. 512. For the purpose of carrying out this part, there is hereby authorized to be appropriated the sum of $2,000,000,000 for the fiscal year ending June 30, 1973; the sum of $4,000,000,000 for the fiscal year ending June 30, 1974; and the sum of $7,000,000,000 for the fiscal year ending June 30, 1975.

ALLOTMENTS AMONG PRIME SPONSORS

SEC. 513. (a) From the amounts appropriated for carrying out this part the Secretary shall first reserve the following:

(1) not less than that proportion of the total amount available for carrying out this part as is equivalent to that proportion which the total number of children of migrant agricultural workers bears to the total number of economically disadvantaged children in the United States, which shall be made available to prime sponsors designated pursuant to section 515(a)(5)(C);

(2) not less than that proportion of the total amount available for carrying out this part as is equivalent to that proportion which the total number of children on Indian reservations bears to the total number of economically disadvantaged children in the United States, which shall be apportioned among federally recognized Indian reservations for programs serving such reserva-

tions so that the amount apportioned to each such reservation bears the same relationship to the total amounts reserved pursuant to this paragraph that the number of children residing in such reservation bears to the total number of children residing in all such reservations;

(3) not to exceed 5 per centum of the total amount available under section 502, which shall be made available under section 515 (a) (5) (D); and

(b) The Secretary shall allot the remainder of the amount appropriated for carrying out this part among the States in the following manner:

(1) 50 per centum of such remainder so that the amount allotted to each State bears the same ratio to such 50 per centum as the number of economically disadvantaged children in the State, excluding those children in the State who are counted under paragraphs (1) and (2) of subsection (a) of this section, bears to the number of economically disadvantaged children in all the States, excluding those children in all the States who are counted under paragraphs (1) and (2) of subsection (a) of this section;

(2) 25 per centum of such remainder so that the amount to each State bears the same ratio to such 25 per centum as the number of children who have not

attained six years of age through age five in the State, excluding those children in the State who are counted under paragraphs (1) and (2) of subsection (a) of this section, bears to the number of children who have not attained six years of age in all the States excluding those children in all the States who are counted under paragraphs (1) and (2) of subsection (a) of this section;

(3) 25 per centum of such remainder so that the amount allotted to each State bears the same ratio to such 25 per centum as the number of children of working mothers and single parents in the State, excluding those children in the State who are counted under paragraphs (1) and (2) of subsection (a) of this section, bears to the total number of children of working mothers and single parents in all the States, excluding those children in all the States who are counted under paragraphs (1) and (2) of subsection (a) of this section.

(c) The Secretary shall apportion the amount allotted to each State among the localities within such State in the following manner:

(1) 50 per centum thereof so that the amount apportioned to each locality bears the same ratio to such 50 per centum as the number of economically disadvantaged children in the area of the locality bears to the total number of such children in the State;

(2) 25 per centum thereof so that the amount apportioned to each locality bears the same ratio to such 25 per centum as the number of children who have not attained six years of age in the area of the locality bears to the total number of such children in the State;

(3) 25 per centum thereof so that the amount apportioned to each locality bears the same ratio to such 25 per centum as the number of children of working mothers and single parents in the area served by the locality bears to the number of children of working mothers and single parents in the State;

(d) The number of children who have not attained six years of age, the number of economically disadvantaged children, and the number of children of working mothers and single parents in the area of a locality in a State, and in all the States, shall be determined by the Secretary on the basis of the most recent satisfactory date available to him.

(e) The portion of any allotment or apportionment under subsection (b) or (c) for a fiscal year which the Secretary determines will not be required, for the period such allotment is available, for carrying out programs under this part, shall be available for reallotment or reapportionment from time to time, on such dates during such period as the Secretary shall fix, to other States in the case of allotments under subsection (b), or to other localities in the case of apportionments under subsection (c), in proportion to the original allotments to such States under subsection (b), or apportionments to such localities under subsection (c), for such year, but with such proportionate amount for any of such States, or localities, being reduced to the extent it exceeds the needs of such State, or locality, for carrying out activities approved under this part, and the total of such reductions shall be similarly reallotted among the States, or reapportioned among localities, whose proportionate amounts are not so reduced. Any amount reallotted to a State or reapportioned to a locality under this subsection during a year shall be deemed part of its allotment under subsection (b) or apportionment under subsection (c) for such year.

USES OF FEDERAL FUNDS

SEC. 514. Funds appropriated under section 512 may be used (in accordance with approved applications) for the following services and activities:

(1) planning and developing child development programs, including the operation of pilot programs to test the effectiveness of new concepts, programs, and delivery systems;

(2) establishing, maintaining, and operating child development programs, which may include—

(A) comprehensive physical and mental health, social, and cognitive development services necessary for children participating in the program to profit fully from their educational opportunities and to attain their maximum potential;

(B) food and nutritional services (including family consultation);

(C) rental, remodeling, renovation, alteration, construction, or acquisition of facilities, including mobile facilities, and the acquisition of necessary equipment and supplies;

(D) programs designed (i) to meet the special needs of minority group, Indian and migrant children with particular emphasis on the needs of children from bilingual families for the development of skills in English and the other language spoken in the home, and (ii) to meet the needs of all children to understand the history and cultural backgrounds of minority groups which belong to their communities and the role of members of such minority groups in the history and cultural development of the Nation and of the region in which they reside;

(E) a program of daily activities designed to develop fully each child's potential;

(F) other specially designed health, social, and educational programs (including after school, summer, weekend, vacation, and overnight programs);

(G) medical, psychological, educational, and other appropriate diagnosis and identification of visual, hearing, speech, nutritional, and other physical, mental, and emotional barriers to full participation in child development programs;

(H) prenatal services to expectant mothers designed to help reduce malnutrition, infant and maternal mortality, and the incidence of mental retardation and other handicapping conditions;

(I) incorporation within child development programs of special activities designed to identify and ameliorate identified handicaps and special learning disabilities and, where necessary or desirable because of the severity of such handicaps, establishing, maintaining, and operating separate child development programs designed primarily to meet the needs of handicapped children;

(J) preservice and inservice education and other training for professional and paraprofessional personnel;

(K) dissemination of information in the functional language of those to be served to assure that parents are well informed of child development programs available to them and may become directly involved in such programs;

(L) services, including in-home services, and training in the fundamentals of child development, for parents, older family members functioning in the capacity of parents, youth, and prospective parents;

(M) use of child advocates to assist children and parents in securing full access to other services, programs, or activities intended for the benefit of children; and

(N) such other services and activities as the Secretary deems appropriate in furtherance of the purposes of this title; and

(3) personnel and administrative expenses of local policy councils and child development councils established and operated in accordance with this part.

PRIME SPONSORS

SEC. 515. (a) The following shall be eligible to be prime sponsors of a comprehensive child development program in accordance with the provisions of this section:

(1) any State;

(2) any locality—

(A) which is a city; or

(B) which is a county or other unit of general local government and which the Secretary determines has general powers substantially similar to those of a city;

(3) any combination of localities;

(4) a federally recognized Indian reservation; or

(5) any public or private nonprofit agency or organization, including but not limited to community action agencies, single purpose Headstart agencies, community corporations, parent cooperatives, organizations of migrant workers, labor unions, organizations of Indians, employers of working mothers, and public and private educational agencies and institutions, serving or applying to serve children in a neighborhood or other area possessing a commonality of interest under the jurisdiction of any locality referred to in subsection (a) in the event that—

(A) such locality either has not submitted an application pursuant to this section within one hundred and twenty days of the date of implementation of this title by the promulgation of regulations by the Secretary, or has not submitted a plan pursuant to section 517 within two hundred and forty days of such date during the first fiscal year after such date or earlier than ninety days before the start of each succeeding fiscal year, or, although serving as a prime sponsor, is found, in accordance with the procedures contained in subsection (f) of this section, not to be satisfactorily implementing a child development plan which adequately meets the purpose of this part, or

(B) the Secretary determines such sponsorship necessary to meet the needs of economically disadvantaged or preschool children residing in the area served by a prime sponsor designated pursuant to paragraphs (1) through (4) of this subsection; or

(C) such sponsorship is for the purpose of providing comprehensive child development programs on a year-round basis to children of migrant workers and their families; or

(D) with respect to funds reserved pursuant to section 513 (a) (3), the Secretary determines that sponsorship by such agency or organization will result in the establishment of a model project responsive to the needs of economically disadvantaged, minority group, or bilingual preschool children.

(b) Any State, locality, or Indian reservation that is eligible to be a prime sponsor under subsection (a) and which desires to be so designated in order to enter into arrangements with the Secretary under this part shall submit to the Secretary an application for designation as prime sponsor which, in addition to describing the area to be served, shall provide for—

(1) the establishment of a Child Development Council which shall be responsible for submission of a comprehensive child development plan, pursuant to section 107, and for planning, conducting, coordinating, and monitoring child development programs in the prime sponsorship area organized in accordance with section 516 (a);

(2) the establishment of local policy councils organized in accordance with section 516 (b);

(3) the delegation by the Child Development Council to an appropriate agency (existing or newly created) of the State, locality, or Indian reservation of the administrative responsibility for developing a comprehensive child development plan pursuant to section 517 for evaluating applications for such assistance submitted to it by other agencies or organizations, for delivering services, activities, and programs for which financial assistance is provided under this part, and for continuously evaluating and overseeing the implementation of programs assisted under this part: *Provided,* That such delegate agency will cooperate with the appropriate Local Policy Councils, and will be ultimately responsible for its actions to the Child Development Council.

(c) Any public or private nonprofit agency or organization that desires to be designated a prime sponsor pursuant to paragraph (5) of subsection (a) of this section in order to enter into arrangements with the Secretary under this title shall submit to the Secretary an application for designation as prime sponsor which, in addition to describing the area to be served, shall—

(1) demonstrate that such agency or organization qualifies as an eligible prime sponsor pursuant to paragraph (5) of subsection (a) of this section;

(2) evidence the capability of such agency or organization for effectively planning, conducting, coordinating, and monitoring child development programs in the area to be served; and

(3) provide for the establishment of a Child Development Council and Local Policy Councils organized in accordance with section 516(a) (2) (B).

(d) (1) In the event that a State has submitted an application for designation as prime sponsor to serve or is acting as a prime sponsor serving a geographical area within the jurisdiction of a locality or an Indian reservation which is eligible under paragraphs (2), (3), or (4) of subsection (a) of this section and which has submitted an application for designation as prime sponsor that meets the requirements of subsection (b), the Secretary shall tentatively approve the latter application, subject to review of the comprehensive child development plan.

(2) When a locality has submitted an application for designation as prime sponsor or is acting as prime sponsor serving a geographic area within the jurisdiction of another such locality which is eligible under paragraph (2) or (3) of subsection (a) and which has submitted an application for designation as prime sponsor that meets the requirements of subsection (b), the Secretary, in accordance with such regulations as he shall prescribe, shall approve for that geographical area the application of the locality which he determines will most effectively carry out the purposes of this part.

(3) When a locality has submitted an application for designation as prime sponsor to serve or is acting as a prime sponsor serving a geographical area under the jurisdiction of an Indian reservation that has submitted an application for designation as prime sponsor that meets the requirements of subsection (b), the Secretary shall tentatively approve the latter application, subject to review of the appropriate comprehensive child development plan.

(e) The Governor or appropriate State agency shall be given a reasonable opportunity to review applications for designation filed by other than the State, offer recommendations to the applicant, and submit comments to the Secretary.

(f) Except as provided in subsection (d), an application submitted under this section may be disapproved or a prior designation of a prime sponsor may be withdrawn only if the Secretary, in accordance with regulations which he shall prescribe, has provided—

(1) written notice of intention to disapprove such application including a statement of the reasons therefor;

(2) a reasonable time in which to submit corrective amendments to such application or undertake other necessary corrective action, and

(3) an opportunity for a public hearing upon which basis an appeal to the Secretary may be taken as of right.

(g) (1) If any party is dissatisfied with the Secretary's final action under subsection (f) with respect to the disapproval of its application submitted under this section or the withdrawal of its designation, such party may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such party is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(2) The court shall have jurisdiction to affirm the action of the Secretary or as to set aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

CHILD DEVELOPMENT COUNCILS AND LOCAL POLICY COUNCILS

SEC. 516. (a) (1) Each prime sponsor designated under section 515(b) shall establish and maintain a Child Development Council, which shall be responsible for the submission to the Secretary of a comprehensive child development plan pursuant to section 107, and for planning, conducting, coordinating, and monitoring child development programs in the prime sponsorship area.

(2) Each Child Development Council shall be selected in the following manner: At least half of the members of such Council shall be elected representatives of Local Policy Councils, and each Local Policy Council located in the area to be served by the prime sponsor shall elect at least one representative to the Child Development Council. The remaining members of the Council shall be appointed by the chief executive officer or officers of the prime sponsor and shall be broadly representative of the government of the prime sponsor, the public and private economic opportunity,

health, education, welfare, employment, training and child service agencies in the prime sponsorship area; minority groups and organizations; public and private child development organizations; employers of working mothers; and labor unions. At least one-third of the total members of the Child Development Council shall be parents who are economically disadvantaged, and at least one appointed member shall be a child development specialist. Each council shall select its own chairman, and establish procedures for its operation.

(b) (1) A Local Policy Council shall be established for each neighborhood, or subarea possessing a commonality of interest, within the area served by a prime sponsor designated under section 515 (b). Where the prime sponsor finds it appropriate, pursuant to criteria established by regulation by the Secretary, to provide child development services for a grouping of children eligible to participate under this part, whose parents work or participate in training in a common area, or otherwise possess a particular common interest in the establishment of one or more projects under this part in an area other than the area of their residence, a local policy council shall be established for such grouping. Each local policy council shall be responsible for determining the child development needs and priorities of the neighborhood, community, or other grouping which it serves, encouraging project applications pursuant to section 518, and recommending such applications for funding by the Child Development Council.

(2) Each Local Policy Council shall be composed of parents of children eligible under this part, or their representatives, who reside in the neighborhood or subarea, or in the case of a grouping not based on residence, who are members of the grouping, and who are chosen by such parents in accordance with democratic election procedures established by the Secretary.

COMPREHENSIVE CHILD DEVELOPMENT PLANS

SEC. 517. (a) Financial assistance under this part may be provided by the Secretary for any fiscal year to a prime sponsor designated pursuant to section 515 (b) only pursuant to a comprehensive child development plan which is submitted by such prime sponsor and approved by the Secretary in accordance with the provisions of this part. Any such plan shall set forth a comprehensive program for providing child development services in the prime sponsorship area which—

(1) identifies child development needs and goals within the area and describes the purposes for which the financial assistance will be used;

(2) meets the needs of children in the prime sponsorship area, within the limits of available funds, including infant care and before and after school programs

for children in school with priority to children who have not attained six years of age;

(3) gives priority to providing child development programs and services to economically disadvantaged children by reserving for such children from such funds as are received under section 513 in any fiscal year an amount at least equal to the aggregate amount received by public or private agencies or organizations within the prime sponsorship area for programs during fiscal year 1972 under section 222 (a) (1) of the Economic Opportunity Act of 1964; and by reserving no less than 65 per centum of the remainder of its apportionment under section 513 for child development programs and services for economically disadvantaged children;

(4) gives priority thereafter to providing child development programs and services to children of single parents and working mothers;

(5) provides that (A) no charge for services provided under a child development program assisted under the plan will be made with respect to any child who is economically disadvantaged, except to the extent that payment will be made by a third party (including a Government agency) which is authorized or required to pay for such services; and (B) such charges will be made with respect to a child who is not economically

disadvantaged in accordance with an appropriate fee schedule which shall be established by the Secretary by regulation and which is based upon the ability of the family to pay for such services, including the extent to which any third party (including a Government agency) is authorized or required to make payment for such services;

(6) provides, in the case of a prime sponsor located within or adjacent to a metropolitan area, for coordination with other prime sponsors located within such metropolitan area, and arrangements for cooperative funding where appropriate, and particularly for such coordination where appropriate to meet the needs for child development services of children of parents working or participating in training or otherwise occupied during the day within a prime sponsorship area other than that in which they reside;

(7) provides that, to the extent feasible, the enrollment of children in each program within the prime sponsorship area will include children from a range of socioeconomic backgrounds;

(8) provides comprehensive services (A) to meet the special needs of minority group and migrant children, with particular emphasis on the needs of children from bilingual families for development of skills in Eng-

lish and in the other language spoken in the home, and (B) to meet the need of all children to understand the history and cultural background of minority groups which belong to the communities and the role of members of such minority groups in the history and cultural development of the Nation and the region in which they reside;

(9) provides equitably for the child development needs of children from each minority group residing within the area served;

(10) provides that children in the area served will in no case be excluded from the programs operated pursuant to this part because of their participation in nonpublic preschool or school programs or because of the intention of their parents to enroll them in nonpublic schools when they attain school age;

(11) provides, insofar as possible, for coordination of child development programs so as to keep family units intact or in close proximity during the day;

(12) provides for direct parent participation in the preparation of project applications pursuant to section 518 and in the conduct, overall direction, and evaluation of programs;

(13) provides that, to the extent appropriate, programs will include participation by paid paraprofessional

aides and by volunteers, especially parents and older children, and including senior citizens, students, and persons preparing for employment in child development programs;

(14) provides that, insofar as possible, unemployed or low-income persons residing in communities served by such projects will receive jobs providing career ladder opportunities, including in-home and part-time jobs and opportunities for training in programs to be assisted under part B of this title;

(15) provides for the regular and frequent dissemination of information in the functional language of those to be served, to assure that parents and interested persons in the community are fully informed of the activities of the Child Development Council and its delegate agency;

(16) provides that no person will be denied employment in any program solely on the ground that he fails to meet State teacher certification standards;

(17) assures that procedures and mechanisms for coordination have been developed by preschool program administrators and administrators of local educational agencies and nonpublic schools, at a local level, to provide continuity between programs for preschool and elementary school children, and to coordinate programs conducted under this title and programs conducted pur-

suant to section 222 (a) (2) of the Economic Opportunity Act of 1964 and the Elementary and Secondary Education Act of 1965;

(18) assures coordination of child development programs for which financial assistance is provided under the authority of other laws;

(19) establishes arrangements in the area served for the coordination of programs conducted under the auspices of or with the support of business, industry, labor, employee and labor-management organizations, and other community groups;

(20) provides assurances satisfactory to the Secretary that the non-Federal share requirements will be met;

(21) provides for such fiscal control and fund accounting procedures as the Secretary may prescribe to assure proper disbursement of and accounting for Federal funds paid to the prime sponsor;

(22) sets forth plans for regularly conducting surveys and analyses of needs for child development programs in the prime sponsorship area and for submitting to the Secretary a comprehensive annual report and evaluation in such form and containing such information as the Secretary shall establish by regulation;

(23) provides that emphasis will be given to con-

tinued funding of on-going projects, and that applications submitted by projects which received assistance during the previous year under section 221 (a) (1) of the Economic Opportunity Act of 1964 shall be denied continued assistance only upon determination by the Child Development Council, based upon the recommendation of the Local Policy Council, after opportunity for hearing before such Child Development Council, that the applicant no longer provides effective services;

(24) provides for midyear termination by the Child Development Council of assistance to programs which no longer provide effective services, or which fail to meet the requirements of the project application or of this part, upon the recommendation of the appropriate Local Policy Council, after opportunity for hearing before such Local Policy Council; and

(25) makes adequate provision for staff and administrative expenses of the Local Policy Councils.

(c) No comprehensive child development plan or modification or amendment thereof submitted by a prime sponsor under this section shall be approved by the Secretary unless he determines that—

(1) each community action agency or single-purpose Headstart agency in the area to be served, previously responsible for the administration of programs

under this part or under section 222 (a) (1) of the Economic Opportunity Act of 1964, has had an opportunity to submit comments to the prime sponsor and to the Secretary;

(2) any educational agency or institution in the area to be served responsible for the administration of programs under section 222 (a) (2) of the Economic Opportunity Act of 1964 has had an opportunity to submit comments to the prime sponsor and to the Secretary;

(3) the Governor or appropriate State agency has, in the case of a prime sponsor that is a locality or an Indian reservation, had an opportunity to submit comments to the prime sponsor and to the Secretary.

(d) A comprehensive child development plan submitted under this section may be disapproved or a prior approval withdrawn only if the Secretary provides written notice of intention to disapprove such plan, including a statement of the reasons, a reasonable time to submit corrective amendments, and an opportunity for a public hearing upon which basis an appeal to the Secretary may be taken as of right.

PROJECT APPLICATIONS

SEC. 518. (a) Upon the recommendation of the appropriate Local Policy Council, a prime sponsor designated under section 515 (b) may provide financial assistance, by grant, loan, or contract. pursuant to a comprehensive child development plan, to any qualified public or private agency or organization, including but not limited to a parent cooperative, community action agency, single-purpose Headstart agency, community development corporation, organization of migrant workers, Indian organization, private organization interested in child development, labor union, or employee and labor-management organization, which submits an application meeting the requirements of subsection (b).

(b) A project application submitted for approval under this section shall—

(1) provide such comprehensive health, nutritional, education, social, and other services as are necessary for the full cognitive, emotional, and physical development of each participating child;

(2) provide for the utilization of personnel, including paraprofessional and volunteer personnel, adequate to meet the specialized needs of each participating child;

(3) provide for the regular and frequent dissemination of information in the functional language of those to be served, to assure that parents and interested persons are fully informed of project activities;

(4) otherwise further the objectives and satisfy the appropriate provisions of the comprehensive child development plan in force pursuant to section 517.

(c) The appropriate Local Policy Council shall conduct public hearings on applications submitted to the prime sponsor under this section prior to making its recommendation for funding.

(d) (1) The Secretary may provide financial assistance, by grant, loan, or contract, to a prime sponsor designated under section 515 (a) (5), which submits a project application meeting the requirements of subsection (b);

(2) Such financial assistance may be provided from the funds allocated under section 513 to the prime sponsorship area in which the section 515 (a) (5) prime sponsor will be conducting programs, and in the case of prime sponsors designated pursuant to section 515 (a) (5) (C), such financial assistance may be provided from the funds reserved pursuant to section 513 (a) (1);

(3) The Local Policy Council of such prime sponsor shall conduct public hearings on such project application prior to its submission to the prime sponsor and shall submit the record of such hearings to the prime sponsor with the project application.

FEDERAL STANDARDS FOR CHILD DEVELOPMENT SERVICES

SEC. 519. (a) Within six months of the enactment of this title, the Secretary shall, after consultation with other Federal agencies, and with the approval of a committee established pursuant to subsection (b), promulgate a common set of program standards which shall be applicable to all programs providing child development services with Federal assistance, to be known as the Federal Standards for Child Development Services.

(b) The Secretary shall, within sixty days after enactment of this title, appoint a special committee on Federal Standards for Child Development Services, which shall include parents of children enrolled in child development programs, public and private agencies or specialists, and national agencies or organizations interested in the development of children. Not less than one-half of the membership of the committee shall consist of parents of children enrolled in programs conducted under this part, section 222(a)(1) of the Economic Opportunity Act of 1964, and title IV of the Social Security Act. Such committee shall participate in the development of Federal Standards for Child Development Services.

DEVELOPMENT OF UNIFORM CODE FOR FACILITIES

SEC. 520. (a) The Secretary shall, within sixty days after enactment of this title, appoint a special committee to develop a uniform minimum code for facilities, to be used in licensing child development facilities. Such standards shall deal principally with those matters essential to the health, safety, and physical comfort of the children and the relationship of such matters to the Federal Standards for Child Development Services under section 519.

(b) The special committee appointed under this section shall include parents of children enrolled in child development programs and representatives of State and local licensing agencies, public health officials, fire prevention officials, the construction industry and unions, public and private agencies or organizations administering child development programs, and national agencies or organizations interested in the development of children. Not less than one-half of the membership of the committee shall consist of parents of children enrolled in programs conducted under this part, section 222 (a) (1) of the Economic Opportunity Act of 1964, and title IV of the Social Security Act.

Within six months of its appointment, the special committee shall complete a proposed uniform code and shall hold public hearings on the proposed code prior to submitting its final recommendation to the Secretary for his approval.

(d) The Secretary must approve the code as a whole or secure the concurrence of the special committee to changes therein, and, upon approval, such standards shall be applicable to all facilities receiving Federal financial assistance or in which programs receiving Federal financial assistance are operated; and the Secretary shall also distribute such standards and urge their adoption by States and local governments. The Secretary may from time to time modify the uniform code for facilities in accordance with the procedures set forth in this section.

ADDITIONAL CONDITIONS FOR PROGRAMS INCLUDING CONSTRUCTION

SEC. 521. (a) Applications including construction may be approved only upon a showing that construction of such facilities is essential to the provision of adequate child development services, and that rental, renovation, remodeling, or leasing of adequate facilities is not practicable.

(b) If within twenty years after completion of any construction for which Federal funds have been paid under this part the facility shall cease to be used for the purposes for which it was constructed, unless the Secretary determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so, the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

(c) All laborers and mechanics employed by contractors or subcontractors on all construction, remodeling renovation, or alteration projects assisted under this part shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a–276a–5). The Secretary of Labor shall have with respect to the labor standards specified in this section the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

(d) In the case of loans for construction, the Secretary shall prescribe the interest rate and the period within which such loan shall be repaid, but such interest rates shall not be less than 3 per centum per annum and the period within which such loan is repaid shall not be less than twenty-five years.

(e) The Federal assistance for construction may be in the form of grants or loans, provided that total Federal funds to be paid to other than private nonprofit agencies and organizations will not exceed 50 per centum of the construction cost, and will be in the form of loans. Repayment of loans shall, to the extent required by the Secretary, be returned to the prime sponsor from whose financial assistance the loan was made, or used for additional loans or grants under this title. Not more than 15 per centum of the total financial assistance provided to a prime sponsor pursuant to section

524 shall be used for construction of facilities, with no more than 7½ per centum of such assistance usable for grants for construction.

USE OF PUBLIC FACILITIES FOR CHILD DEVELOPMENT PROGRAMS

SEC. 522. (a) The Secretary, after consultation with other appropriate officials of the Federal Government, shall within sixteen months of enactment of this title report to the Congress in respect to the extent to which facilities owned or leased by Federal departments, agencies, and independent authorities could be made available to public and private nonprofit agencies and organizations if appropriate services were provided, as facilities for child development programs under this title during times and periods when not utilized fully for their usual purposes, together with his recommendations (including recommendations for changes in legislation) or proposed actions for such utilization.

(b) The Secretary may require as a condition to the receipt of assistance under this title, that any prime sponsor that is a public agency of a State, locality or that is a local educational agency agree to conduct a review and provide the Secretary with a report as to the extent to which facilities owned or leased by such prime sponsor could be available, if appropriate services were provided, as facilities for child development programs under this title during times and periods when not used fully for usual purposes, together with the prime sponsor's proposed actions for such use.

PAYMENTS

SEC. 523. (a) The Secretary shall pay from the applicable apportionment under section 103 the Federal share of the costs of programs which have been approved as provided in this part.

(b) (1) Except as provided in subparagraphs (2) and (3), the Secretary shall pay to each prime sponsor an amount not in excess of 80 per centum of the cost to such prime sponsor of such programs. The Secretary may in accordance with regulations establishing objective criteria, approve assistance in excess of such percentage if he determines that such action is required to provide adequately for the child development needs of economically disadvantaged persons.

(2) The Secretary shall pay to each prime sponsor approved under section 515 (a) (5) (C) an amount equal to 100 per centum of the costs of providing child development programs for children of migrant agricultural workers and their families.

(3) The Secretary shall pay to each prime sponsor approved under section 515 (a) (4) an amount equal to 100 per centum of the costs of providing child development programs for children on federally recognized Indian reservations.

(c) The non-Federal share of the costs of programs assisted under this part may be provided through public or private funds and may be in the form of goods, services, or facilities (or portions thereof that are used for program purposes), reasonably evaluated, or employee and employer contributions: *Provided,* That fees collected for services provided pursuant to section 517 (a) (5) shall be deemed assistance under section 103 for purposes of section 517 (a) (3);

(d) If, in any fiscal year, a prime sponsor provides non-Federal contributions exceeding its requirements, such excess may be applied toward meeting the requirements for such contributions for the subsequent fiscal year under this part.

(e) Payments under this part may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

(f) No State or locality shall reduce its expenditures for child development and day-care programs by reason of assistance under this part.

PART B—TRAINING, PLANNING, AND TECHNICAL ASSISTANCE AND EVALUATION

INSERVICE TRAINING

SEC. 531. The Secretary is authorized to make payments to individuals preparing for employment or employed in child development programs assisted under part A of this title and to the prime sponsors of such programs for the purposes of meeting the costs of ongoing inservice training for professional and nonprofessional personnel, including volunteers, to be conducted by any agency carrying out a child development program, or any institution of higher education, including a community college, or by any combination thereof.

PLANNING AND TECHNICAL ASSISTANCE

SEC. 532. (a) The Secretary shall, directly or through grant or contract, make technical assistance available to prime sponsors and to project applicants participating or seeking to participate in programs assisted under this title on a continuing basis.

(b) The Secretary may provide financial assistance to prime sponsors for use by the prime sponsors and local policy councils to obtain staff and other technical assistance relating to development and submission of child development plans and project applications.

(c) Payments under this section may be made (after necessary adjustment, in the case of grants, on account of previously made overpayments or underpayments) in advance or by way of reimbursement, and in such installments and on such conditions, as the Secretary may determine.

EVALUATION

SEC. 533. (a) The Secretary shall, through the Office of Child Development, make an evaluation of Federal involvement in child development which shall include—

(1) enumeration and description of all Federal activities which affect child development;

(2) analysis of expenditures of Federal funds for such activities;

(3) determination of effectiveness and results of such expenditures and activities;

(4) the extent to which preschool, minority group economically disadvantaged children have participated in programs under this title; and

(5) such recommendations to Congress as the Secretary may deem appropriate.

(b) The results of this evaluation shall be reported to Congress no later than eighteen months after enactment of this title.

(c) The Secretary shall establish such procedures as may be necessary to conduct an annual evaluation of Federal involvement in child development programs, and shall report the results of that evaluation to Congress.

(d) Prime sponsors assisted under part A of this title and departments and agencies of the Federal Government shall, upon request by the Secretary, make available, consistent with other provisions of law, such information as the Secretary determines is necessary for purposes of making the evaluation required under subsection (c) of this section.

(e) The Secretary may enter into contracts with public or private nonprofit or profit agencies, organizations, or individuals to carry out the provisions of this section.

APPROPRIATIONS AUTHORIZED

SEC. 534. There are authorized to be appropriated for the fiscal year ending June 30, 1972, and for each succeeding year, $25,000,000.

PART C—FEDERAL GOVERNMENT CHILD DEVELOPMENT PROGRAM

PROGRAM AUTHORIZED

SEC. 541. (a) The Secretary is authorized to make grants for the purpose of establishing and operating child development programs (including the lease, rental, or construction of necessary facilities and the acquisition of necessary equipment and supplies) for the children of employees of the Federal Government.

(b) Employees of any Federal agency or group of such agencies employing eighty working parents of young children who desire to participate in the grant program under this part shall—

(1) designate or create for the purpose an agency committee, the membership of which shall be broadly

representative of the working parents employed by the agency or agencies; and

(2) submit to the Secretary a plan approved by the official in charge of such agency or agencies, which:

(A) provides that the child development program shall be administered under the direction of the agency committee;

(B) provides that the program will meet the Federal Standards for Child Development;

(C) provides a means of determining priority of eligibility among parents wishing to use the services of the program;

(D) provides for a scale of fees based upon the parents' financial status; and

(E) provides for competent management, staffing, and facilities for such program.

(c) The Secretary shall not make payments under this section unless he has received approval of the plan from the official in charge of the agency whose employees will be served by the child development program.

PAYMENTS

SEC. 542. (a) No more than 80 per centum of the total cost of child development programs under this part shall be paid from Federal funds available under this title.

(b) The share of the total cost not available under paragraph (a) may be provided through public or private funds and may be in the form of cash, goods, services, facilities reasonably evaluated, fees collected from parents, and union and employer contributions.

(c) If, in any fiscal year, a program under this part provides non-Federal contributions exceeding its requirements under this section, such excess may be used to meet the requirements for such contributions of other programs applying for grants under the same part, for the same fiscal year.

(d) In making grants under this part, the Secretary shall, insofar as is feasible, distribute funds among the States according to the same ratio as the number of children of Federal employees in that State bears to the total number of children of Federal employees in the United States.

APPROPRIATIONS AUTHORIZED

SEC. 543. There are authorized to be appropriated for the fiscal year ending June 30, 1973, and for each succeeding year, $25,000,000.

PART D—NATIONAL CENTER FOR CHILD DEVELOPMENT

DECLARATION OF PURPOSE

SEC. 551. It is the purpose of this part to focus national research efforts to attain a fuller understanding of the processes of child development and the effects of organized programs upon these processes; to develop effective programs from research into child development and to assure that the result of research and development efforts are reflected in the conduct of programs affecting children.

NATIONAL CENTER FOR CHILD DEVELOPMENT

SEC. 552. (a) There is established in the Office of Child Development in the Department of Health, Education, and Welfare an agency to be known as the National Center for Child Development.

(b) The activities of the Center shall include—

(1) research to determine the nature of child development processes and the impact of various influences upon them; research to develop techniques to measure and evaluate child development; research to develop standards to evaluate professional and paraprofessional personnel; and research to determine how child development programs conducted in either home or institutional settings positively affect child development processes;

(2) evaluation of research findings and the development of these findings into effective products for application;

(3) dissemination of research and development efforts into general practice of childhood programs, using regional demonstration centers and advisory services where feasible;

(4) production of informational systems and other resources necessary to support the activities of the Center; and

(5) integration of national child development research efforts into a focused national research program, including the coordination of research and development conducted by other agencies, organizations, and individuals.

GENERAL AUTHORITY OF THE CENTER

SEC. 553. The Center shall have the authority, within the limits of available appropriations, to do all things necessary to carry out the provisions of this part including, but not limited to, the authority—

(1) to prescribe such rules and regulations as it deems necessary governing the manner of its operations and its organization and personnel;

(2) to make such expenditures as may be necessary for administering the provisions of this part;

(3) to enter into contracts or other arrangements or modifications thereof, for the carrying on, by organizations or individuals in the United States, including other Government agencies, of such research, development, dissemination, or evaluation efforts as the Center deems necessary to carry out the purposes of this part, and also to make grants for such purposes to individuals, universities, colleges, and other public or private nonprofit organizations or institutions;

(4) to acquire by purchase, lease, loan, or gift and

to hold and dispose of by grants, sale, lease, or loan, real and personal property of all kinds necessary for, or resulting from, the exercise of authority granted by this part;

(5) to receive and use funds donated by others, if such funds are donated without restriction other than that they be used in furtherance of one or more of the general purposes of the Center set forth in section 551;

(6) to accept and utilize the services of voluntary and uncompensated personnel and to provide travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

ANNUAL REPORT

SEC. 554. The Center shall make an annual report to Congress summarizing its activities and accomplishments during the preceding year, reviewing the financial condition of the Center and the grants, contracts, or other arrangements entered into during the preceding year, and making such recommendations as it may deem appropriate. Supplemental or dissenting views and recommendations, if any, shall be included in this report.

COORDINATION OF RESEARCH

SEC. 555. (a) Funds available to any department or agency of the Government for the purposes stated in section 551 or the activities stated in section 552 (b) shall be available for transfer, with the approval of the head of the department or agency involved, in whole or in part, to the Center for such use as is consistent with the purposes for which such funds were provided, and the funds so transferred shall be expendable by the Center for the purposes for which the transfer was made.

(b) The Secretary shall coordinate all child development research, training, and development efforts including those conducted by the Office of Child Development and by other agencies, organizations, and individuals.

(c) A Child Development Research Council, consisting of a representative of the Office of Child Development (who shall serve as chairman), and representatives from the agencies administering the Social Security Act, Elementary and Secondary Education Act of 1965, the National Institute of Mental Health, the National Institute of Child Health and Human Development, and the Office of Economic Opportunity, shall meet annually and from time to time as they may deem necesary in order to assure coordination of activities under their jurisdiction and to carry out the provisions of this part in such a manner as to assure—

(1) maximum utilization of available resources through the prevention of duplication of activities;

(2) a division of labor, insofar as is compatible with the purposes of each of the agencies or authorities specified in this paragraph, to assure maximum progress toward the purposes of this part;

(3) a setting of priorities for federally funded research and development activities related to the purposes stated in section 501.

AUTHORIZATION OF APPROPRIATIONS

SEC. 556. There are authorized to be appropriated $15,000,000 for fiscal year 1972, $20,000,000 for fiscal year 1973, and for each succeeding fiscal year thereafter such sums as may be necessary to carry out the provisions of this part.

PART E—GENERAL PROVISIONS

DEFINITIONS

SEC. 561. As used in this title, the term—

(1) "child development programs" means those programs which provide the educational, nutritional, social, medical, and physical services needed for children to attain their full potential;

(2) "children" means children who have not attained the age of fifteen;

(3) "Center" means the National Center for Child Development;

(4) "economically disadvantaged children" means

any children of a family having an annual income below the cost of family consumption of the lower living standard budget, as determined annually by the Bureau of Labor Statistics of the Department of Labor;

(5) "handicapped children" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education and related services;

(6) "program" means any mechanism which provides full or part day or night services conducted in child development facilities, in schools, in neighborhood centers, or in homes, or provides child development services for children whose parents are working or receiving education or training, and includes other special arrangements under which child development activities may be provided;

(7) "locality" means any city or other municipality (or two or more municipalities acting jointly) or any county or other political subdivision of a State (or two or more acting jointly) having general governmental powers;

(8) "parent" means any person who has day-to-day responsibility for a child or children;

(9) "single parents" means any person who has

sole day-to-day parental responsibility for a child or children;

(10) "working mother" means any mother who requires child development services under this title in order to undertake or continue full- or part-time work, training, or education outside the home;

(11) "minority group" describes any person who is Negro, Spanish-surnamed American, American Indian, Portuguese, or oriental; and the term "Spanish-surnamed American" includes any person of Mexican, Puerto Rican, Cuban, or Spanish origin and ancestry;

(12) "bilingual" refers to persons who are Spanish surnamed, American Indian, oriental, or Portuguese and who have learned during childhood to speak the language of the minority group of which they are members; the term "bilingual family" means a family in which one or both parents is bilingual;

(13) "local educational agency" means any such agency as defined in section 801 (f) of the Elementary and Secondary Education Act of 1965;

(14) "institution of higher education" means any such institution as defined in section 1201 (a) of the Higher Education Act of 1965;

(15) "Secretary" means the Secretary of Health, Education, and Welfare; and

(16) "State" includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

OFFICE OF CHILD DEVELOPMENT

SEC. 562. The Secretary shall take all necessary action to coordinate child development programs under his jurisdiction and such programs under other Federal departments and agencies. To this end, he shall establish within the Department of Health, Education, and Welfare an Office of Child Development which shall be the principal agency of the Department for the administration of this Act and for the coordination of programs and other activities relating to child development. The President shall take appropriate steps to establish, insofar as possible, procedures and practices for coordination at the State and local level of federally assisted programs providing child development services.

NUTRITIOUS COMMODITIES

SEC. 563. The Secretary of Agriculture, in consultation with the Secretary of Health, Education, and Welfare, shall utilize the full authority granted to him under section 32 of Public Law 320 of the Seventy-fourth Congress, section 416 of the Agricultural Act of 1949, as amended, section 709 of the Food and Agriculture Act of 1965, and all other federally assisted commodity distribution programs to provide children of low-income families participating in child development programs under this Act with well-balanced, nutritionally adequate diets. Notwithstanding any other provision of law, funds available to the Secretary of Agriculture under section 32 of Public Law 320, Seventy-fourth Congress, shall be expended in carrying out the provisions of this section to purchase agricultural and other suitable products without regard to whether such products are in surplus supply. Children and expectant or nursing mothers who are members of low-income families and who are served by any project receiving assistance under this title shall be deemed eligible for certification to receive food assistance under the supplemental food program for low-income vulnerable groups administered by the Department of Agriculture pursuant to the authorities of section 32 of the Act of August 24, 1935 (7 U.S.C. 612c), and Public Law 90–463 (82 Stat. 645, 646), August 8, 1968.

ADVANCE FUNDING

SEC. 564. (a) For the purpose of affording adequate notice of funding available under this title such funding for grants, contracts, or other payments under this title is authorized to be included in the appropriations Act for the fiscal year preceding the fiscal year for which they are available for obligation.

(b) In order to effect a transition to the advance funding method of timing appropriation action, subsection (a) shall apply notwithstanding that its initial application will result in the enactment in the same year (whether in the same appropriation Act or otherwise) of two separate appropriations, one for the then current fiscal year and one for the succeeding fiscal year.

WITHHOLDING OF GRANTS

SEC. 565. Whenever the Secretary, after reasonable notice and opportunity for a hearing to any prime sponsor, finds—

(1) that there has been a failure to comply substantially with any requirement set forth in the plan of that sponsor approved under section 517; or

(2) that there has been a failure to comply substantially with any requirement set forth in the application of a project applicant approved pursuant to section 518; or

(3) that in the operation of any program or project assisted under part A of this title there is a failure to comply substantially with any applicable provision of this Act;

the Secretary shall notify such prime sponsor of his findings and that no further payments may be made to such sponsor under this title (or in his discretion that the prime sponsor shall not make further payments under part A of this title to specified project applicants affected by the failure) until he is satisfied that there is no longer any such failure to comply, or the noncompliance will be promptly corrected. The Secretary may authorize the continuance of payments with respect to any program or project assisted under this title which is being carried out pursuant to such plan and which is not involved in the noncompliance.

PUBLIC INFORMATION

SEC. 566. Applications for designation as prime sponsors, comprehensive child development plans, project applications, and all written material pertaining thereto shall be made readily available without charge to the public by the prime sponsor, the applicant, and the Secretary.

FEDERAL CONTROL NOT AUTHORIZED

SEC. 567. No department, agency, officer, or employee of the United States shall, under authority of this title, exercise any direction, supervision, or control over, or impose any requirements or conditions with respect to, the personnel, curiculum, methods of instruction, or administration of any educational institution.

REPEAL, CONSOLIDATION, AND COORDINATION

SEC. 568. (a) In order to achieve to the greatest degree feasible, the consolidation and coordination of programs providing child development services, while assuring continuity of existing programs during transition to the programs authorized under this title, the following statutes are amended, effective July 1, 1973:

(1) Section 222 (a) (1) of the Economic Opportunity Act of 1964 is repealed.

(2) Part B of title V of the Economic Opportunity Act of 1964 is repealed.

(3) Section 162 (b) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in securing child development services for children, but not operation of child development programs for children".

(4) Section 123 (a) (6) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in securing child development services for children", and adding after the word "employment" the phrase "but not including the direct operation of child development programs for children".

(5) Section 312 (b) (1) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children".

(b) The Secretary shall by regulation insure that, to the extent consistent with other provisions of law, all federally assisted child development programs and related programs will be administered in a manner consistent with the provisions of this title.

92D CONGRESS
1ST SESSION

S. 706

IN THE SENATE OF THE UNITED STATES

FEBRUARY 10 (legislative day, JANUARY 26), 1971

Mr. JAVITS (for himself, Mr. CASE, Mr. HARRIS, and Mr. SAXBE) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

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A BILL

To provide for a comprehensive program of community-based and coordinated child development programs.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Comprehensive Community Child Development Act of 1971".

STATEMENT OF FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds that (1) comprehensive child development programs are essential to the achievement of the full potential of America's children and to make it possible for the parents of such children to undertake or continue

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full or part-time employment, training, or education; (2) there is a need to provide an appropriate legislative framework and resources for the consolidation of existing programs and for the future expansion of such programs to all children, with continued priority to children of low-income families; (3) it is crucial to the meaningful development of such programs that decisions as to their nature and funding be made at the community level with the full involvement of parents and other individuals and organizations in the community interested in child development and with appropriate assistance from State and Federal agencies.

(b) It is the purpose of this Act to provide the framework for the meaningful and coordinated evolution of child development programs in the Nation at the community level so as to make available to each family in the Nation a full range of child development services.

TITLE I

COMPREHENSIVE COMMUNITY CHILD DEVELOPMENT PROGRAMS

DIRECTION TO ESTABLISH PROGRAM

Sec. 101. The Secretary of Health, Education, and Welfare is hereby authorized and directed to establish comprehensive community child development programs through the support of activities in accordance with the provisions of this title.

AUTHORIZATION OF APPROPRIATIONS

SEC. 102. There are hereby authorized to carry out the provisions of this title, $900,000,000 for this fiscal year ending June 30, 1973; the sum of $1,800,000,000 for the fiscal year ending June 30, 1974; and the sum of $2,800,000,000 for the fiscal year ending June 30, 1975.

APPLICATIONS FOR DESIGNATION OF COMMUNITY CHILD CARE COUNCILS

SEC. 103. (a) The Secretary is authorized to designate a Community Child Care Council responsible for the planning, coordination, and monitoring of child development programs for each area in a State which he determines to be a suitable area for the conduct of such programs and which is the area of—

(1) a city;

(2) a county or other unit of general local government determined by the Secretary in accordance with such regulations as he shall prescribe, to have general governmental powers substantially similar to those of a city;

(3) a combination of such general units of local government;

(4) a neighborhood or other portion of a city; or

(5) an Indian reservation.

In determining whether an area is a suitable area for the conduct of child development programs under this subsection, the Secretary shall take into account such factors as he shall by regulation prescribe, including, but not limited to, the number of children of low-income families within such area, the extent to which such children and other children will be served effectively if such area is designated, and the extent to which such area coincides with areas designated for the administration of education, manpower training and health programs, and areas for the administration of child development programs conducted previous to the effective date of this title.

(b) The Secretary shall make designations under subsection (a) upon approval of an application for designation which may be submitted on behalf of such Council, by any public agency or any nonprofit agency or organization within the community or a combination of such agencies or organizations. Such an application shall include provisions which—

(1) provide for the establishment of a Community Child Care Council to be responsible for the planning, coordination, and monitoring of child development programs for an area which meets the criteria of subsection (a) of this section and which (in accordance with regulations promulgated by the Secretary with the prior concurrence of the Director of the Office of Economic Opportunity) is broadly representative of community action

agencies, single-purpose Headstart agencies, community development corporations, parent cooperatives, representatives of public and private educational agencies and institutions in the area to be served, parents of children enrolled by the programs under this and other Acts, private nonprofit organizations interested in child development, representatives of public and private welfare, manpower training, model cities, and health agencies in the area to be served, representatives of professional groups, business, industry, labor, employee and labor-management organizations interested in child development programs and public officials for the area to be served; but not less than one-half of the membership of the Council shall consist of parents of children enrolled in child development programs under this title, which parents shall be chosen by democratic selection procedures established by the Secretary (with the prior concurrence of the Director of the Office of Economic Opportunity) except that for the purpose of the initial designation, parents shall be of children representative of those previously enrolled in Project Headstart programs under section 222 (a) (1) of the Economic Opportunity Act of 1964 and in other child development programs. The chairman shall be elected by the members of the

Council in accordance with procedures established by the Secretary;

(2) describe the geographical area to be served by the Council;

(3) evidence capability for effective planning, coordination, and monitoring by the Community Child Care Council of child development programs in the area to be served;

(4) designate an agency (which may be an existing agency or one newly created) to be responsible for disbursing funds and effecting coordination between programs (subject to the direction and controls of the Council) in accordance with a Community Child Care Plan submitted by the Council under section 105. Wherever feasible, the application shall provide for the designation as such agency of any community action or other agency which prior to enactment of this title was principally responsible for the conduct of programs in the area to be served under section 222(a)(1) of the Economic Opportunity Act of 1964.

(c) When two or more applications have been submitted for the designation of Community Child Care Councils serving a common or overlapping geographical area (which are consistent otherwise with the purposes of this title and meet the requirements set forth in subsection (b)) the

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Secretary, in accordance with such regulations as he shall prescribe, shall designate for that geographical area the Community Child Care Council which he determines will most effectively carry out the purposes of this title, but for the purpose of initial designation special consideration shall be given to applications submitted by community action agencies and other agencies which prior to enactment of this title were principally responsible for the conduct of programs in the area to be served under section 222 (a) (1) of the Economic Opportunity Act of 1964.

(d) The Secretary shall not approve an application for designation submitted under this section unless—

(1) the application was submitted to the Secretary by such date as the Secretary shall prescribe by regulation, prior to the beginning of the fiscal year when such application is to take effect, in order to provide a reasonable period of time for review in accordance with the provisions of this section and for the submission of a Community Child Care Plan under section 105;

(2) a copy thereof has been submitted for comment to any State Child Care Council designated under section 107 (or if no such application or designation has been made, then to the chief executive of the State), and the State Child Care Council (or chief executive) has been provided such period of time, as the Secretary shall

prescribe by regulation, after the copy of the application was received, during which time it may submit comments on such application to the Secretary, a copy of which shall be sent to the applicant; and, if comments have been submitted by the State Child Care Council or chief executive such additional period of time, as the Secretary shall prescribe by regulation, has passed, during which time the Secretary shall, to the extent practicable, confer with and encourage the applicant to resolve any differences, arising from such comments;

(3) in the case of an application for designation of a Community Child Care Council to serve a portion of a city which is an area geographically common to or overlapping with another area with respect to which an application for designation has been submitted, a copy thereof has been submitted for comment to any Community Child Care Council designated to serve such city (or to any other agency or organization which has submitted an application for designation, or, if no such application or designation has been made, then to the chief executive of such city) and such Community Child Care Council applicant, agency, or organization or chief executive has been provided such period of time, as the Secretary shall prescribe by regulation, after the copy of the application was sent to it, during which time it

may submit comments on such application to the Secretary, a copy of which shall be sent to the applicant and, if comments have been submitted by the Child Care Council applicant, agency or organization or chief executive such additional period of time, as the Secretary shall prescribe by regulation, has passed, during which time the Secretary shall, to the extent practicable, confer with and encourage the applicant to resolve any differences arising from such comments.

(4) a copy thereof has been submitted for comment to any community action agency or single purpose Headstart agency in the area to be served except that for the purpose of initial application a copy shall be submitted to each agency previously responsible for the administration of programs under section 222(a)(1) of the Economic Opportunity Act of 1964, and has been provided some period of time as the Secretary shall prescribe by regulation, after the copy of the application was received, during which time it may submit comments on such applications, a copy of which shall be sent to the applicant, and if comments have been submitted by such an agency such additional period of time, as the Secretary shall prescribe by regulation, has passed, during which time the Secretary shall, to the extent practicable, confer with and encour-

age the applicant to resolve any differences, arising from such comments.

(e) Except as provided in subsections (c) and (d), the Secretary may approve any application for designation submitted under this section if it is consistent with the provisions of this title. An application submitted under this section may be disapproved or a prior designation of a Child Care Council may be withdrawn only if the Secretary, in accordance with regulations which he shall prescribe, has provided—

(i) written notice of intention to disapprove such application, including a statement of the reasons therefor;

(ii) a reasonable time in which to submit corrective amendments to such application; and

(iii) an opportunity for a public hearing upon which basis an appeal to the Secretary may be taken as of right.

RESPONSIBILITIES OF COMMUNITY CHILD CARE COUNCILS

SEC. 104. (a) A Community Child Care Council designated pursuant to section 103 shall be responsible for—

(1) the planning, coordination, and monitoring of child development programs in the area served;

(2) the submission to the Secretary of a Community Child Care Plan meeting the requirements of section 105 for such programs;

(3) ensuring that the requirements set forth in sec-

tion 106 with respect to project applications and that the special conditions set forth in section 112 are met;

(4) providing for a hearing before the Council for every project applicant prior to the making of any final determination adversely affecting the applicant and for filing with the Secretary a report (in such form and containing such information as the Secretary may prescribe) at the request of any applicant who is dissatisfied with any such final determination;

(5) providing technical assistance to individuals, agencies, and organizations interested in the establishment, conduct, and evaluation of child development programs in the area served; and

(6) disbursement of funds to approved project applicants and establishing (A) such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement and accounting for Federal funds paid to such applicants under this title, and (B) such reports in such form and containing such information as may be reasonably necessary to enable the Secretary to perform his functions under this title, and providing assurances that such applicants, which receive assistance under this title, shall make available to the Secretary and the Comptroller General of the United

States, or any of their duly authorized representatives, for purposes of audit and examination, any books, documents, papers, and records that are pertinent to the assistance received by such agency or organization under this title.

(b) A Community Child Care Council designated pursuant to section 103 shall be authorized to—

(1) obtain the services of such full-time professional, technical, and clerical personnel as may be required in the performance of its duties, and to contract or otherwise arrange for such assistance and services (including planning, technical assistance, and evaluation services) as may be necessary;

(2) consult with the departments, agencies, and authorities of the Federal Government and with State Child Care Councils and State and local public agencies, professionals, and other sources of technical information and assistance relevant to its functions as it deems advisable and practicable; and

(3) utilize the services, personnel, facilities, and information, including statistical information, of Federal departments and agencies, State Child Care Councils, and State and local public agencies and private research agencies with the consent of such agency or council with or without reimbursement therefor.

(c) For the purposes of subparagraphs (a) and (b) of this section, the Secretary shall reserve not less than 2 per centum of the amounts available for title I to be allocated in substantially the same manner as set forth in section 116(a)(2).

COMMUNITY CHILD CARE PLANS

SEC. 105. (a) Except as provided in sections 104(c) and 111, financial assistance under this title may be provided by the Secretary for any fiscal year to a Community Child Care Council designated pursuant to section 103 only pursuant to a Community Child Care Plan which is submitted by such Council and which is approved by the Secretary in accordance with the provisions of this title. Any such plan shall set forth—

(1) a description of the purposes for which such financial assistance will be used, including a statement as to the types of children and families to be served by each approved project applicant and the geographical area to be served by each such applicant;

(2) programs to insure assistance, on an equitable basis, for children of migrants, those whose functional language is other than English, and Indians who are present in the area served by the Council;

(3) appropriate arrangements to insure that funds are allocated to community action and single-purpose

Headstart agencies in the area to be served, in such a way as to insure (a) that each such agency receives an allocation not less than the amount available under Community Child Care Plans submitted under this title for the previous year (or for the purpose of initial allocation, the amount available to such agency in the year prior to approval of the application under section 222 (a) (1) of the Economic Opportunity Act of 1964) unless after notice and an opportunity for a hearing it has been determined that such agency no longer provides effective services and (b) that each such agency receives such additional allocations as may be necessary to insure special consideration to the needs of children of low-income families.

(4) arrangements in the area served for the integration into the Community Child Care Plan of child development programs for which financial assistance is provided by the Secretary of Health, Education, and Welfare under other laws;

(5) arrangements for the utilization of services and facilities which are available, with or without reimbursement of the reasonable cost, from Federal, State, and local agencies, including community action agencies, community development corporations, child welfare, agencies, educational agencies and institutions, and agencies

conducting manpower training programs, but nothing contained herein shall be construed to limit the utilization of services and facilities of private agencies, institutions, and organizations interested in child development, including private educational agencies and institutions, which can at comparable cost provide substantially equivalent services or facilities;

(6) arrangements for program coordination between approved project applicants through joint program services, training and other joint activities, joint purchasing arrangements, and joint personnel recruiting systems;

(7) arrangements between approved project applicants and administrators of local school systems, both public and nonpublic, to effect coordination between programs conducted under this Act and programs conducted by such administrators pursuant to section 222 (a) (2) of the Economic Opportunity Act and the Elementary and Secondary Education Act.

(8) arrangements in the area served for the integration of programs conducted under the auspices of or with the support of business, industry, labor, employee, and labor-management organizations.

(b) No plans or modification or amendment thereof submitted by a Community Child Care Council under this section shall be approved by the Secretary unless he determines that—

(1) each community action agency or single-purpose Headstart agency in the area to be served, previously responsible for the administration of programs under this Act, or in the case of initial submission, under section 222 (a) (1) of the Economic Opportunity Act, has had an opportunity to submit comments to the Community Child Care Council and to the Secretary;

(2) any educational agency or institution in the area to be served responsible for the administration of programs under section 222 (a) (2) of the Economic Opportunity Act has had an opportunity to submit comments to the Community Child Care Council and to the Secretary;

(3) in the case of plans submitted by Community Child Care Councils designated under section 103, any State Child Care Council (or, if no such council has been designated, then the chief executive of the State) has had an opportunity to submit comments to the Community Child Care Council and to the Secretary;

(4) in the case of plans submitted by a Community Child Care Council serving a part of a city, any Community Child Care Council designated to serve such city (or, if no designation has been made, then the chief

executive of such city) has had an opportunity to submit comments to such council and to the Secretary.

(c) Except as provided in subsection (b), the Secretary may approve any Community Child Care Plan submitted under this section if it is consistent with the provisions of this title. A Community Child Care Plan submitted under this section may be disapproved only after notice, a reasonable time to submit corrective amendments, and an opportunity for a hearing.

PROJECT APPLICATIONS

SEC. 106. (a) Any public or private agency or organization, including but not limited to community action agencies, single-purpose Headstart agencies, community development corporations, parent cooperatives, public and private educational agencies and institutions, nonprofit private organizations interested in child development shall be eligible to apply to the Community Child Care Council for financial assistance to be provided pursuant to a Community Child Care Plan.

(b) The services and activities for which funds under this section may be available shall include the following—

(1) planning, developing, establishing, maintaining, and operating child development programs (including demonstration and pilot programs to test the effectiveness of new concepts) providing full-time, part-

time, family, day, nighttime, intermittent, or other care in the child's home or in a group setting, and designed to serve families of children from birth through the age of fourteen;

(2) the design, acquisition, construction, alteration, renovation, or remodeling of facilities (or portions thereof in the case of shared facilities), including but not limited to the purchase or rental or improvement of land through the provision of loans, loan guarantees, occupancy guarantees, interest subsidies, and cash grants;

(3) the development and conduct of programs to train persons for occupations involving the planning, development, establishment, maintenance, operation, and evaluation of child development programs including but not limited to (a) programs providing preservice, inservice, remedial, educational, and other training for parents on a substitute-staff basis, (b) programs to train teachers, adult basic educational personnel, and supervisory personnel to train or supervise persons in such occupations, (c) programs which include courses in English language skills and, where appropriate, in other languages and communication skills to assist individuals to become more effective in such occupations, and (d) programs to provide sustained and continuing training

and supervision for persons involved in the conduct of child development programs;

(4) the establishment, maintenance, and operation of programs to give actual training in and to teach the fundamentals of child development (including nutritional and health aspects thereof) to parents and other older members of a family, and to youth and prospective parents;

(5) the establishment of child development information centers and the dissemination of information through other means in the functional language of persons to be served to assure that parents are well informed of child development programs available within the community and may become directly involved in activities in which their children are involved, and other information programs to encourage parental support for and involvement in such activities;

(6) the provision of necessary diagnostic and assessment services in the functional language of those to be served, to assure identification of visual, hearing, speech, language, cultural, and other physical, mental, educational, and emotional barriers to full participation by a child in child development programs and remedial programs to deal with such barriers;

(7) programs and projects designed to strengthen the capability of public agencies and private nonprofit organizations in the community to plan, conduct, and evaluate child development programs, including programs to assist in the establishment of organizations which provide technical assistance, including architectural program design, financial, consultative, legal preplanning, and other assistance to individuals, agencies, and organizations interested in the establishment of child development programs in the community;

(8) transportation arrangements or expenses necessary in order to make it possible for children of low-income families to participate in programs under this title;

(10) monitoring and evaluation activities designed to increase the knowledge of child development programs and the demonstration and dissemination of information derived to assure effective use of knowledge acquired; and

(11) such other services and activities as the Secretary deems appropriate in furtherance of the purposes of the Act.

(c) The Secretary shall promulgate regulations establishing procedures to insure that full and impartial consideration is given by the Council to all project applications submitted by organizations and agencies under this section.

APPLICATIONS FOR EESIGNATION OF STATE CHILD CARE COUNCILS

SEC. 107. (a) The Secretary is authorized to designate a State Comprehensive Child Care Council for each State, in accordance with the provisions of this section.

(b) The Secretary shall make designations under subsection (a) upon approval of an application for designation submitted by the chief executive of the State in accordance with regulations promulgated by the Secretary. Such application shall include provisions which—

(1) provide for the establishment of a State Child Care Council broadly representative of educational, welfare, health, manpower training, and other State agencies interested in child development in the State, representatives of business, industry, labor, employee and labor-management organizations, and other public and private agencies and organizations interested in child development but not less than one-half of the membership of the Council shall consist of parents of children enrolled in child development programs within the State under this Act chosen by democratic selection procedures in accordance with criteria established by the Secretary

except that, for the purpose of their initial designation, parents shall be of children previously enrolled in Project Headstart programs under section 222 (a) (1) of the Economic Opportunity Act of 1964 and in other child development programs. The chief executive of the State shall be a member and serve as chairman of the Council;

(2) designate an agency (which may be an existing agency or one newly created) to be responsible for implementing State Child Care Assistance Plans under section 109 and reviewing applications for designation and Community Child Care Plans on behalf of such Council and making recommendations to the Council in respect thereto;

(3) evidence capability of the Council and any agency to be designated pursuant to paragraph (2) to carry out its responsibilities of the Council under section 108.

RESPONSIBILITIES OF STATE COUNCILS

SEC. 108. (a) A State Council designated pursuant to section 107 shall be responsible for—

(1) preparing, submitting, and implementing State Child Care Assistance Plans under section 109; and

(2) reviewing applications for designation of Community Child Care Councils under section 103, review-

ing Community Child Care plans submitted to the Council under section 105 and recommending to the Secretary and Community Child Care Councils proposed changes in such applications or plans deemed by the State Child Care Council to be in the interest of maintaining the quality of programs and an equitable distribution of child development and related programs within the State, insuring cooperation and coordination between programs conducted within the State and encouraging the maximum utilization of available services and facilities within the State.

(b) A State Child Care Council designated pursuant to this section shall be authorized to—

(1) obtain the services of such full-time professional, technical, and clerical personnel as may be required in the performance of its duties and to contract or otherwise arrange for such assistance and services (including planning, technical assistance, and evaluation services) as may be necessary;

(2) consult with the departments, agencies, and authorities of the Federal Government and with Community Child Care Councils and State and local public agencies, professionals and other sources of technical information and assistance relevant to its functions as it deems advisable and practicable; and

(3) utilize the services, personnel, facilities, and information, including statistical information, of Federal departments and agencies, Community Child Care Councils, and State and local public agencies and private research agencies with the consent of such agency or Council with or without reimbursement therefor.

(d) For the purposes outlined in this section, the Secretary shall reserve not less than 1 per centum of the amounts available for title I to be allocated in substantially the same manner as set forth in section 116(a) (2).

STATE CHILD CARE ASSISTANCE PLANS

SEC. 109. (a) Except as provided in section 107, financial assistance under this title may be provided by the Secretary to State Comprehensive Child Care Councils only pursuant to a State Child Care Assistance Plan approved by the Secretary in accordance with the provisions in this section. Any such plan shall set forth—

(1) a description of the purposes for which financial assistance will be used, including a statement as to the Community Child Care Councils, agencies, and organizations to be assisted and the State agency or other organization responsible for providing such assistance,

(2) assurances that assistance will be provided on an equitable basis among areas in the State and between Community Child Care Councils, agencies, and

organizations within the State in such a way as to ensure equitable assistance for disadvantaged children.

(b) The services and activities for which financial assistance may be available under this section shall include the following—

(1) identifying child development goals and needs within the State,

(2) providing technical assistance (through contracts, agreements, or other arrangements with public and private agencies and organizations) to—

(A) assist in the establishment of Community Child Care Councils within the State and strengthen the capability of such councils to effectively plan, coordinate and monitor child development programs;

(B) encourage the effective coordination between programs conducted within different communities in the State by councils, agencies and organizations under this and other laws, and the full utilization of resources and facilities within the State by such councils, agencies and organizations without unnecessary duplication and, in the most efficient and economical manner;

(C) strengthen the educational, health, child welfare, and related components of programs to be conducted by agencies and organizations within the State under this Act; and

(D) assist agencies and organizations in the acquisition or improvement of facilities for child development programs to be conducted under this Act;

(3) conducting programs (through grant, contract, or otherwise) to train persons for occupations involving the planning, development, establishment, maintenance, operation, and evaluation of child development programs under this and other laws, including but not limited to (i) programs providing preservice, inservice, remedial, educational, and other training for parents on a substitute staff basis, (ii) programs to train teachers, adult basic educational personnel, and supervisory personnel to train or supervise persons in such occupations, (iii) programs which include courses in English language skills and, where appropriate, in other languages and communication to assist individuals to become more effective in such occupations, and (iv) programs to provide sustained and continuing training and supervision for persons involved in the conduct of child development programs;

(4) conducting programs (through grant, contract, or otherwise) providing for the exchange of per-

sonnel between Community Child Care Councils and other agencies and organizations involved with child development programs within the State under this and other laws;

(5) assessing the extent to which information systems and research on the nature of child development processes and the impact of various influences upon children, assessment and diagnostic techniques, have been adopted into general practice of existing child development programs within the State;

(6) assessing the relationship between State and local licensing codes and the meaningful development of child development programs conducted within the State;

(7) conducting experimental, developmental, demonstration, and pilot projects consistent with the purposes set forth in section 203 of this Act; and

(8) making recommendations to the Secretary, Community Child Care Councils and other agencies and organizations involved with child development programs within the State with respect to the improvement of such programs.

DIRECT FEDERAL FUNDING

SEC. 111. (a) The Secretary is authorized to provide financial assistance directly to any public or private agency or organization, including but not limited to community action agencies, single-purpose Headstart agencies, community development corporations, parent cooperatives, public and private educational agencies and institutions, nonprofit private agencies and organizations interested in the welfare of children which submits a project application for services and activities authorized under section 106(b) for the conduct of child development programs meeting the special conditions of section 112 in any State or portion thereof irrespective of whether a State or Community Child Care Council is serving such area or is in compliance or noncompliance with the provisions of this title, if the Secretary determines that children of low-income families will not otherwise be equitably served or that the provision of direct financial assistance is otherwise necessary to effect the purposes of the Act.

(b) The Secretary, in consultation with the Director of the Office of Economic Opportunity shall establish procedures to govern his receipt of information which may be the basis for a determination under subsection (a).

SPECIAL CONDITIONS

SEC. 112. No assistance shall be provided under this title unless the Secretary has determined that—

(a) children participating in programs will receive such education, nutritional, health, emotional, social, cultural, and cognitive development and related services as are necessary to provide each child the opportunity to reach his full potential;

(b) to the fullest extent possible programs will be subject to the direction of a governing board of parents of children enrolled in the programs assisted under this Act and that provision has been made for extensive parental participation in activities with their children;

(c) priority has been given to programs providing child development services to children of low-income families from birth through five years of age;

(d) programs will provide for the participation of children of families who are not low income, wherever possible, by payments of fees in accordance with their ability to pay, pursuant to criteria prescribed by the Secretary, except that no charge for services provided under a program assisted under this title shall be made as to any child whose family's income is below the poverty level;

(e) wherever practicable, programs will be conducted in such a manner as to provide meaningful environmental linkage between the home and the setting in which programs are to be conducted;

(f) in the case of programs to be carried out by a local educational agency, children in the area served by such program will in no case be denied the benefits of the program because of their attendance in private preschool programs or because of the intention of their parents to enroll them in private schools upon their attainment of school age;

(g) programs shall meet the Federal standards for Child Development Services established under section 209 of this Act;

(h) in the case of programs which include the construction of facilities (1) such programs will be approved only upon a showing that construction of such facilities will be more economically advantageous to the Government than the rental, renovation, remodeling, or lease of facilities, and that a variety of building designs and techniques utilizing both new and conventional technologies have been considered in an effort to provide the most economical and useful facility possible for the intended purposes, (2) if within twenty years after completion of any construction for which Federal funds have been paid under this title the facility shall cease to be used for the purposes for which it was constructed, unless the Secretary determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so, the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated, (3) such programs shall be subject to such other regulations as the Secretary may prescribe; and

(i) In the case of programs for the training of personnel involved in the planning, establishment, maintenance, operation and evaluation of child development or of persons to train teachers for such programs, the project application will include a description of the methods to be used to recruit, screen, select, and orient participants, including specific eligibility criteria.

NONCOMPLIANCE OR ABSENCE OF AN APPROVED PLAN

SEC. 113. (a) If the Secretary determines, after notice, a reasonable time to submit corrective amendments and an opportunity for a hearing, that a State or Community Child Care Council or an approved project applicant is no longer complying with the requirements of the Act, he may determine that such council or project sponsor is no longer eligible for and may withhold such further assistance or portions thereof as may be appropriate.

(b) No determination of noncompliance under this section shall be made without concurrence of the Commissioner of Education or the Director of the Office of Economic Opportunity with respect to those matters as to which his concurrence was required under section 201.

FEDERAL CONTROL PROHIBITED

SEC. 114. No department, agency, officer, or employee of the United States shall, under authority of this Act, exercise any direction, supervision, or control over, or impose any requirements or conditions with respect to, the personnel, curriculum, method of instruction or administration of any educational agency or institution.

MATCHING REQUIREMENTS

SEC. 115. (a) The Secretary shall pay to each State Child Care Council receiving financial assistance pursuant to a State Child Care Assistance Plan pursuant to section 109 an amount not in excess of 80 per centum of the cost of providing services and activities for children of low-income families and an amount equal to the per centum determined in accordance with the State Child Care Assistance Plan (but in no case in excess of 80 per centum) of the cost of providing such services and activities to other children under that section.

(b) The Secretary shall pay each Community Child Care Council, or to any agency or organization receiving direct financial assistance under section 112, an amount not in excess of 80 per centum of the cost of providing services and activities for children of low-income families and an amount equal to the per centum determined in accordance with the Community Child Care Plan (but in no case in excess of 80 per centum) of the cost of providing such services and activities to other children. The Secretary may, however, pursuant to regulations establishing objective criteria, approve assistance for the purpose of providing services to children of low-income families in excess of that percentage to insure equitable coverage of such persons in any area and may vary otherwise the formula in particular cases to encourage contributions from private organizations for such purposes.

(c) The non-Federal share of the costs of programs assisted under this title may be provided through public or private funds and may be in the form of cash, goods, services, or facilities (or portions thereof) reasonably evaluated, fees collected from parents, or from union or employer contributions.

(d) If, in any fiscal year, a program approved under this title provides non-Federal contributions exceeding its requirements, such excess may be applied toward meeting the requirements for such contributions for the subsequent fiscal year under this title.

ALLOCATIONS

SEC. 116. (a) The amounts available for any fiscal year for this title shall be allocated in such a manner that of such amounts—

(1) (A) Not more than 6 per centum shall be available for financial assistance under subsection (c) of this section,

(B) Not more than 2 per centum shall be available for financial assistance under subsection (d) of this section, and

(C) Not more than 2 per centum shall be available for financial assistance under subsection (e) of this section;

(2) Not less than 75 per centum shall be allocated among the States as follows—

(A) The Secretary shall allot 30 per centum of the sums to be apportioned under this paragraph among the States so that the amount allotted to each State bears the same ratio to such 30 per centum as the number of families having an annual income below the poverty level in the State bears to the number of such families in all the States.

(B) The Secretary shall allot 30 per centum of the sums to be apportioned under this paragraph among the States so that the amount allotted to each

State bears the same ratio to each 30 per centum as the number of children who have not attained fourteen years of age of mothers who are regularly employed outside home in the State as reported by the Department of Labor bears to the total number of such children in all the States.

(C) The Secretary shall allot 40 per centum of the sums to be apportioned under this paragraph among the States so that the amount allotted to each State bears the same ratio to such 40 per centum as the number of children who have not attained six years of age in the State bears to the number of such children in all the States.

Provided, however, That not less than $150,000 each shall be apportioned to the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands. The number of children who have not attained six years of age, the number of children who have not attained fourteen years of age, of mothers who are regularly employed outside the home, and the number of families having an annual income below the poverty level in a State and in all the States, shall be determined by the Secretary on the basis of the most recent satisfactory data available to him,

(3) The remainder shall be made available without regard to apportionment for such purposes under this title as the Secretary deems appropriate.

(b) Of the amount apportioned to each State under paragraph (2) of subsection (a), not less than ten percentum shall be available for State Child Care Assistance Plans pursuant to section 109. The remainder of the amount allocated to each State under paragraph (2) of subsection (a) may be apportioned by the Secretary among areas within each such State on the basis of the criteria set forth in such paragraph (2).

(c) The amount available pursuant to clause 1(C) of subsection (a) shall be available to the Secretary for the purpose of providing additional financial assistance pursuant to section 112 for child development programs for children of migrants, Indian children, or children whose functional language is other than English.

(d) The amount available pursuant to clause (1)(A) of subsection (a) shall be available to the Secretary for the purpose of providing additional financial assistance as an incentive for the establishment by Community Child Care Councils of appropriate procedures for coordination and cooperation at the community level between agencies and organizations conducting programs under this title and prime sponsors conducting manpower training programs assisted under other Federal laws. The Secretary, with the concurrence of the Secretary of Labor, shall establish criteria for the provisions of such assistance.

(e) The amount available pursuant to clause (1) (B) of subsection (a) for the purposes of this subsection shall be available to the Secretary for the purpose of providing additional financial assistance as an incentive for the establishment by Community Child Care Councils of appropriate procedures for coordination and cooperation and to provide continuity between preschool programs under this title, and educational and related programs conducted by administrators of school systems, both public and nonpublic, at the community level.

(f) The Secretary shall make such reallocations for each fiscal year as he may deem necessary in order to insure that funds available to community action agencies and single purpose Headstart agencies are not less than the amount available in the previous fiscal year (or for the purpose of initial apportionment, the amount available in the previous fiscal year under the Headstart programs under section 222 (a) (1) of the Economic Opportunity Act of 1964).

(g) The Secretary is authorized to make reallocations for such purposes under this title as he deems appropriate of the unobligated amount of any apportionment under subsections (a) (2) and (b) to the extent that the Secretary determines that it will not be required for the period for which such apportionment is available. No amounts apportioned under subsections (a) (2) and (b) for any fiscal year may be reallocated for any reason before the sixth month of the fiscal year for which such funds were appropriated and unless the Secretary has provided thirty days advance notice of the proposed reallocation to the council for such area. Any funds reallocated under this subsection are not required to be apportioned in accordance with subsection (a) (2) or (b), and no revision in the apportionment of the funds not so reallocated shall be made because of such reallocations.

(h) As soon as practicable, the Secretary shall publish in the Federal Register the apportionment formula established pursuant to the section as well as the percentage of funds appropriated to carry out the purposes of this Act which shall be apportioned to a State and allotted to areas within such State. The Secretary shall review such apportionment formula annually and at such other times as the circumstances may warrant and may revise or modify such formula. Whenever the Secretary establishes or revises such apportionment formula, he shall also promptly publish in the Federal Register the factors which he had considered in arriving at the apportionment, the weight ascribed to the various factors, and the statistical data found necessary in determining the apportionment.

(i) No State or unit of general local government shall reduce its expenditures for children development programs by reason of assistance under this title.

TITLE II—SPECIAL FEDERAL RESPONSIBILITIES

PART A—RESEARCH, EVALUATION, TRAINING, AND SPECIAL PROVISIONS

ADMINISTRATION OF PROGRAMS

SEC. 201. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Office of Child Development which shall be the principal agency in that Department for programs and activities relating to child development and shall carry out the provisions of this Act.

(b) The Commissioner of Education shall concur in all actions taken by the Secretary regarding programs (including demonstration programs under section 203) or program components to be conducted by educational agencies and institutions, including the promulgation of regulations, the approval of plans, and any determination of noncompliance with the Act.

(c) The Director of the Office of Economic Opportunity shall concur in all actions taken by the Secretary including the promulgation of regulations, the approval of plans, and any determinations of noncompliance with the Act regarding programs or program components to be conducted by community action, single-purpose Headstart, or other agencies, or previously conducted by such agencies under section 222 (a) (1) of the Economic Opportunity Act.

RESEARCH

SEC. 202. (a) The Secretary shall establish a comprehensive program of research in the field of child development, utilizing the methods, techniques, and knowledge of the behavioral and social sciences and such other methods, techniques, and knowledge as he determines will aid in the achievement of the Nation's goals with respect to child development. Such program shall include, but shall not be limited to, research to determine the nature of child development processes, the impact of various influences and interventions upon such processes, the techniques necessary to evaluate and diagnose child development, the extent to which child development programs conducted in various settings might positively affect child development processes, and the means of improving child development program planning and evaluation. The Secretary shall establish a program for the continuing dissemination of the results of such research to State and Community Child Care Councils to insure effective programmatic use of knowledge and information derived therefrom.

DEMONSTRATION

SEC. 203. The Secretary, in consultation with the Secretary of Labor and the Director of the Office of Economic Opportunity and the heads of other appropriate departments and agencies, shall establish a program of experimental, developmental, demonstration, and pilot programs and projects through grants to public agencies and contracts with private organizations for the purpose of demonstrating and evaluating the effectiveness of specialized methods in meeting the Nation's needs for child development programs, including, but not limited to, programs and projects of tuition assistance, to provide access to child development services and facilities by business, industry, labor, employee, and to encourage the development of child development services and facilities by business, industry, labor, employee, and labor-management organizations for employees at or near a place of business. Nothing herein contained shall preclude the conduct of such experimental, developmental, demonstration, and pilot projects by the Secretary of Labor or the Director of the Office of Economic Opportunity under any other law.

INFORMATION AND PERSONNEL EXCHANGE

SEC. 204. The Secretary shall develop jointly with State and Community Child Care Councils a comprehensive program for the exchange of personnel and the dissemination of information, designed to strengthen the capability of such councils to plan, conduct, monitor, and evaluate programs. Such program shall include the dissemination of results of research activities conducted under section 202, and the preparation of a catalog of all child development programs in the Nation.

EVALUATION

SEC. 205. The Secretary shall develop, through grants to public agencies or contracts with private organizations, new and improved methods of evaluation of child development programs conducted under this Act, including but not limited to the cost of each such type of program in relation to its effectiveness in achieving stated goals and the impact of such program upon the community and participants. The Secretary shall insure that evaluation of programs conducted under this section are conducted by agencies and organizations independent of agencies or organizations participating in such programs.

TRAINING OF CHILD DEVELOPMENT PERSONNEL

SEC. 206. (a) Section 531(b) of the Higher Education Act of 1965 is amended by striking out the period in paragraph (10) of such section and inserting in lieu thereof a semicolon and the word "and", and by adding at the end of such section the following new paragraph:

"(11) programs or projects to provide inservice and other training and preparation for professional personnel for child development programs."

(b) Section 532 of the Higher Education Act of 1965 is amended by adding at the end thereof the following sentence: "There is authorized to be appropriated the sum of $20,000,000 for the fiscal year ending June 30, 1973, and the sum of $20,000,000 for the fiscal year ending June 30, 1974, for programs and projects under paragraph (11) of section 532 (b) of this part."

SEC. 207. Section 205 (b) (3) of the National Defense Education Act is amended as follows, by adding after the word "nonprofit" the phrase "child development program," by striking out "and (C)" and inserting in lieu thereof the following: "(C) such rate shall be 15 per centum for each complete academic year or its equivalent (as so determined by regulations) of service as a full-time teacher in public or private nonprofit child development programs or in any such programs operating under authority of title I of the Comprehensive Community Child Development Act of 1971, and (D)".

SPECIAL STUDIES

SEC. 208. The Secretary, in consultation with the Secretary of Labor and the Director of the Office of Economic Opportunity, shall make continuing studies to determine the need for additional trained Federal, State, and local personnel to carry out programs assisted under this and related laws, the availability of such personnel, the adequacy of Federal and other manpower employment and training programs to train and provide such personnel, and the extent to which, and manner in which, employment and advancement practices in respect to such programs restrict the opportunities for suitable employment advancement and increased competency in the child development field and shall report the results of such studies together with his recommendations (including any recommendations for changes in legislation) to the President and the Congress.

The Secretary shall develop and promulgate guidelines, based upon such studies, setting forth task and skill requirements for specific jobs and recommended job descriptions designed to encourage career employment and occupational advancement in the child development field.

FEDERAL STANDARDS FOR CHILD DEVELOPMENT SERVICES

SEC. 209. The Secretary shall establish, after consultation with the Director of the Office of Economic Opportunity and heads of other Federal agencies, a common set of program standards which the President shall make applicable to all programs providing child development services with Federal assistance under this and related laws, to be known as the Federal Standards for Child Development Services.

DEVELOPMENT OF UNIFORM CODE FOR FACILITIES AND APPLICABILITY OF UNIFORM CODE STATE STANDARDS

SEC. 210. (a) The Secretary shall appoint within six months after enactment of this Act a special committee to develop a uniform code for facilities, to be used in licensing child development facilities. Such standards shall deal principally with those matters essential to the health, safety, and physical comfort of the children and the relationship of such matters to the Federal standards for Child Development Services under section 209.

(b) The special committee appointed under this section shall include parents of children of low-income families enrolled in child development programs, representatives of State and local licensing agencies, public health officials, fire prevention officials, construction officials, operators of public and private programs, and representatives of national organizations interested in the development of children, but not less than one-half of the membership of the committee shall consist of parents representative of children of low-income families enrolled in programs conducted under section 222

(a) (1) of the Economic Opportunity Act and Title IVB of the Social Security Act.

(c) Within six months of its appointment, the special committee shall complete a proposed uniform code and shall hold public hearings on the proposed code prior to submitting its final recommendations to the Secretary for his approval.

(d) The Secretary must approve the code as a whole or secure the concurrence of the special committee to changes therein and upon approval shall distribute the standards and urge their adoption by State and local governments. The Secretary may from time to time modify the uniform code for facilities in accordance with the procedures described in subsections (a) through (d).

USE OF FEDERAL, STATE, AND LOCAL GOVERNMENTAL FACILITIES FOR CHILD DEVELOPMENT PROGRAMS

SEC. 211. (a) The Secretary, after consultation with other appropriate officials of the Federal Government shall within sixteen months of enactment of this Act report to the Congress in respect to the extent to which facilities owned or leased by Federal departments, agencies, and independent authorities could be made available to public and nonprofit private agencies and institutions if appropriate services were provided, as facilities for child development programs under this Act during times and periods when not utilized fully for usual purposes, together with his recommendations (including recommendations for changes in legislation) or proposed actions for such utilization.

(b) The Secretary may require that, as a condition to the receipt of assistance under this Act, any State or unit of general local government shall agree to conduct a review and provide the Secretary with a report as to the extent to which facilities owned or leased by such State or unit of general local government could be made available, if appropriate services were provided, as facilities for child development programs under this Act during times and periods when not utilized fully for usual purposes.

ADVISORY COMMITTEE ESTABLISHED

SEC. 212. (a) The President, in consultation with the Secretary of Health, Education, and Welfare and the Director of the Office of Economic Opportunity, shall appoint a National Child Development and Advisory Committee (the Committee) which shall consist of at least thirteen but not more than seventeen members and shall be composed of persons broadly representative of community action agencies, single-purpose Headstart agencies, community corporations, parent cooperatives, representatives of public and private educational agencies and institutions, parents of children enrolled in programs under this Act, representatives of public and private welfare, manpower, employment and training, economic opportunity, model cities, and health agencies, representatives of professional groups, business, industry, labor, and labor-management organizations interested in child development programs and elected public officials, but not less than one-half of the membership of the Council shall consist of parents of children representative of those enrolled in child development programs under this Act except that for the purpose of the initial designation, parents shall be of children representative of those previously enrolled in Project Headstart programs under section 222(a) (1) of the Economic Opportunity Act of 1964 and other child development programs. From the members appointed to such Committee, the President shall designate a Chairman. Members shall be appointed for terms of three years except that (1) in the case of initial members, one-third of the members shall be appointed for terms of two years each, and (2) appointments to fill the unexpired portion of any terms shall be for such portion only. Such Committee shall hold not less than four meetings during each calendar year.

(b) The Committee shall—

(1) identify the needs and goals of the Nation and assess the extent to which child development programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs and achieving such goals;

(2) review the administration and operation of such child development programs, including application and other procedures and advise the Secretary of Health, Education, and Welfare and the Director of the Office of Economic Opportunity and other appropriate officials as to the carrying out of their duties under this Act and related Acts; and

(3) make recommendations (including recommendations for changes in legislation) for the improvement of the administration and operation of such programs.

(c) The Committee shall make an annual report, and such other reports as it deems appropriate, on its findings, recommendations, and activities to the Congress and to the President.

(d) The Committee may accept and employ or dispose of gifts or bequests, either for carrying out specific programs or for its general activities or for such responsibilities as it may be assigned in furtherance of subsection (b) of this section.

(e) Appointed members of the Committee shall be paid compensation at a rate of up to the per diem equivalent of the rate for GS-18 when engaged in the work of the Committee, including traveltime, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(f) The Committee is authorized, without regard to the civil service laws, to engage such technical assistance as may be required to carry out its functions; to obtain the services of such full-time professional, technical, and clerical personnel as may be required in the performance of its duties, and to contract for such assistance as may be necessary;

(g) In order to encourage private employers, business, industry, labor, employee, and labor-management organizations to arrange for the provision of child development programs at or in association with a place of employment, the Committee is directed to evaluate existing programs and to make recommendations, including recommendations for changes in legislation, to the Secretary for the meaningful expansion of such programs.

(h) For the purpose of this section, funds may be reserved from the sums appropriated to carry out this part, as directed by the Director of the Office of Management and Budget.

AUTHORIZATION OR APPROPRIATION

SEC. 213. There is authorized to be appropriated to carry out the provisions of this part the sum of $75,000,000 for the fiscal year ending June 30, 1973, the sum of $100,000,000 for the fiscal year ending June 30, 1974, and the sum of $100,000,000 for the fiscal year ending June 30, 1975.

PART B—SPECIAL CHILD DEVELOPMENT PROGRAMS FOR FEDERAL EMPLOYEES

PROGRAM AUTHORIZED

SEC. 221. (a) The Secretary is authorized to make grants to, enter into contracts and agreements (including interagency agreements) with and provide technical assistance to Federal departments, agencies, and independent authorities and public and private agencies and organizations for the purpose of planning, developing, establishing, maintaining and operating child development programs (including the design, acquisition, construction, alteration, renovation or remodeling of facilities, the acquisition of necessary equipment and supplies) and training informational, diagnostic and other activities as prescribed by the Secretary for the children of employees of the Federal Government.

(b) In order to be eligible for assistance under this section, except technical assistance, such Federal department, agency, or authority must submit to the Secretary a plan, which:

(1) provides that the program will meet the special conditions set forth in section 112;

(2) provides a means of determining priority of

eligibility among parents wishing to use the services of the program;

(3) provides, wherever feasible, for the use of facilities, equipment, and supplies of the department, agency, or authority for whose employees services are to be provided; and

(4) provides, in accordance with regulations prescribed by the Secretary, for coordination between programs conducted under this section with programs conducted pursuant to Child Care Plans submitted by Community Child Care Councils under title I.

(c) The Secretary shall not provide assistance under this section unless he has obtained approval of the plan from the head of the department, agency, or authority whose employees will be served by the child development program and the Advisory Committee on Child Development Programs for Federal employees appointed pursuant to section 222 has had an opportunity to submit comments in respect thereto.

(d) No more than 80 per centum of the total cost of a child development program under this section shall be paid from funds appropriated pursuant to this part.

(e) The heads of all departments, agencies, and authorities of the Federal Government are authorized to make available space under their control on a rent free, or actual cost of use basis, for child development programs for groups drawn primarily from the children of Federal employees. The agencies may also provide on a free or reimbursable basis any supplies, materials, equipment and services required by the child development program but such reimbursements shall be available for obligation without further appropriation to the providing agency during the year in which they are received and during the successive fiscal year.

(f) The heads of all departments, agencies, and authorities are authorized to allow employees reasonable time from their usual duties to participate in the preparation and submission of plans under subsection (b) of this section.

ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS FOR FEDERAL EMPLOYEES

SEC. 222. (a) The Secretary shall, after consultation with the Commissioner of the Civil Service Commission and the heads of other Federal departments and agencies, appoint an Advisory Committee on Child Care Programs for Federal Employees, which shall be broadly representative of individual agencies and organizations interested in the provision of educational, health, and related services for children and which shall include one official selected and one parent elected according to democratic selection procedures established by the Secretary by other parents from each of the Cabinet departments and an official and a parent from each of three other agencies or authorities of the Federal Government. From the members appointed to such Committee, the Secretary shall designate a Chairman. Members shall be appointed or elected for terms of one year.

(b) The Advisory Committee on Child Care Programs for Federal Employees shall—

(1) identify the child development needs of children of Federal employees;

(2) assess and evaluate the extent to which child development programs for Federal employees under this Act and related laws are sufficient to meet the needs of such children;

(3) review plans for child development programs for the children of employees of the Federal Government submitted pursuant to section 221; and

(4) make recommendations (including recommendations for changes in legislation) for the further development of child development programs for Federal employees.

(c) Elected members of the Advisory Committee on Child Care Programs for Federal Employees other than officers and employees of the Federal Government shall be paid compensation at a rate of the daily equivalent of the rate for GS–18 when engaged in the work of the Committee, including traveltime, and all members of such Committee shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(d) The Advisory Committee is authorized to appoint without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, or otherwise obtain the services of, such professional, technical, and clerical personnel as may be necessary to enable it to carry out its functions, as prescribed by law.

AUTHORIZATION OF APPROPRIATIONS

SEC. 223. There is authorized to be appropriated to carry out the provisions of this part the sum of $50,000,000 for the fiscal year ending June 30, 1973, the sum of $75,000,000 for the fiscal year ending June 30, 1974, and the sum of $100,000,000 for fiscal year ending June 30, 1975.

TITLE III—GENERAL PROVISIONS

ADVANCE FUNDING

SEC. 301. (a) For the purpose of affording adequate notice of funding available under this Act such funding for grants, contracts, or other payments under this Act are authorized to be included in the appropriations Act for the fiscal year preceding the fiscal year for which they are available for obligation.

(b) In order to effect a transition to the advance funding method of timing appropriation action, subsection (a) shall apply notwithstanding that its initial application will result in the enactment in the same year (whether in the same appropriation Act or otherwise) of two separate appropriations, one of the then current fiscal year and one for the succeeding fiscal year.

DEFINITIONS

SEC. 302. As used in this Act—

(a) "child" means children from birth through age of fourteen;

(b) "child development program" means programs, services, and activities providing children with such educational, food nutritional, health, and related services, emotional, social, cultural, and cognitive development and specialized social services as are necessary to provide each child the opportunity to reach his full potential;

(c) "children of low-income families" means children of families having an annual income below the poverty level as determined by the Secretary;

(d) "parent" means any person primarily responsible for the care of a child;

(e) "poverty level" shall be determined by the Secretary, in consultation with the Director of the Office of Economic Opportunity;

(f) "Secretary" means the Secretary of Health, Education, and Welfare; and

(g) "State" includes the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

NUTRITIOUS COMMODITIES

SEC. 303. The Secretary of Agriculture, in consultation with the Secretary of Health, Education, and Welfare, shall utilize the full authority granted to him under section 32 of Public Law 320 of the Seventy-fourth Congress, section 416 of the Agricultural Act of 1949, as amended, section 709 of the Food and Agriculture Act of 1965, and all other federally assisted commodity distribution programs to provide children of low-income families participating in child development programs under this Act with well-balanced, nutritionally adequate diets. Notwithstanding any other provision of law, funds available to the Secretary of Agriculture under section 32 of Public Law 320, Seventy-fourth Congress, shall be expended in carrying out the provisions of this section to purchase agricultural and other suitable products without regard to whether such products are in surplus supply.

LEGAL AUTHORITY

SEC. 304. The Secretary may prescribe ~~such rules,~~ regulations, guidelines and other published interpretations or orders under this Act as he deems necessary. Rules, regulations, guidelines, and other published interpretations or orders issued by the Department of Health, Education, and Welfare, or any official thereof, for the purpose of carrying out this Act shall contain, with respect to each material provision of such rules, regulations, guidelines, interpretations, or orders, citations to the particular section or sections of statutory law or other legal authority upon which such provision is based. Such rules, regulations, guidelines, and other published interpretations or orders may include adjustments authorized by section 204 of the Intergovernmental Cooperation Act of 1968.

LABOR STANDARDS

SEC. 305. All laborers and mechanics employed by contractors or subcontractors in any construction, alteration, or repair, including painting and decorating of projects, buildings, and works which are federally assisted under this Act, shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267) and section 2 of the Act of June 1, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276 (c)).

INTERSTATE AGREEMENTS

SEC. 306. In the event that compliance with provisions of this Act requires cooperation or agreements between States, the consent of Congress is hereby given to such States to enter into such compacts and agreements to facilitate such compliance, subject to the approval of the Secretary.

EFFECTIVE DATE

SEC. 307. The effective date of this Act, except as otherwise provided, shall be July 1, 1972. Rules, regulations, guidelines, and other published interpretations or orders may be issued by the Secretary at any time after the date of enactment.

REPEAL, CONSOLIDATION, AND COORDINATION

SEC. 308. Effective July 1, 1972—

(1) section 222 (a) (1) of the Economic Opportunity Act of 1964 is repealed:

(2) part B of title V of the Economic Opportunity Act of 1964 is repealed;

(3) section 162 (b) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in

securing day care services for children, but not operation of day care programs for children,";

(4) section 123 (a) (6) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in securing day care services for children", and adding after the word "employment" the phrase ", but not including the direct operation of day care programs for children"; and

(5) section 312 (b) (1) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children".

92D CONGRESS
1ST SESSION

S. 530

IN THE SENATE OF THE UNITED STATES

FEBRUARY 2 (legislative day, JANUARY 26), 1971

Mr. BAYH (for himself and Mr. MONDALE) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

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A BILL

To provide for child care programs and services including developmental preschool programs to families with children who may need such services.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Universal Child Care and Child Development Act of 1971".

STATEMENT OF FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds and declares that—

(1) the provision of adequate child care, including developmental programs for infants, children of preschool age and children up to fourteen years of age in need of such care, is of the highest national priority;

(2) adequate family support for the care, protection, and enhancement of the developmental potential of children do not now exist;

(3) the mobility of our society has tended to separate family units from traditional family support thereby affecting the quality of life, including the proper care and nurture of the young;

(4) the present opportunities for bilingual and bicultural enhancement of our citizenship are limited, thereby limiting the potential for full participation in in our culturally diverse society;

(5) appropriate child care services and resources are not now available to provide needed family support;

(6) such services and resources are necessary in a modern society to ensure adequate care and development of the children of this Nation, the opportunity for parents to participate as productive members of society and the opportunity for parents to achieve their own potential as humans.

(b) It is the purpose of this Act to provide financial assistance in order to fulfill the responsibility of the Federal Government to contribute to attaining an optimum level of adequate care, development, and other services for young children, to help to assure the stability of the family unit, and to offer an increased opportunity for parents to participate in society at their maximum level of ability.

PROGRAM AUTHORIZED

SEC. 3. The Secretary is authorized to make grants in accordance with the provisions of this Act, to public agencies created pursuant to this Act for the furnishing of child care services.

ALLOTMENT OF FUNDS

SEC. 4. (a) From the total funds appropriated under this Act the Secretary shall reserve the following amounts (for the purposes indicated)—

(1) 10 per centum for the purposes of section 10 relating to resource and development;

(2) not less than 3 per centum and as much as the Secretary may determine to be allotted for programs in Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territories of the Pacific Islands according to their respective needs for assistance;

(3) not more than 7 per centum for administrative expense, including expenses incurred by the National Advisory Council on Child Care and Child Development, the Migrant and Seasonal Farmworkers National Advisory Council on Child Care, and the National

Advisory Council on Indian Child Care established under this Act;

(4) not less than that proportion of the total amounts available for carrying out this Act as is equivalent to that proportion which the total number of eligible persons as determined for the United States on the basis of the most satisfactory current data and estimates available to the Secretary, which shall be made available for the purposes of section 12 (a);

(5) not less than that proportion of the total amounts available for carrying out this Act as is equivalent to that proportion which the total number of eligible persons from Indian and Alaska native descent bears to the total number of eligible persons as determined for the United States on the basis of the most satisfactory current data and estimates available to the Secretary, which shall be made available for purposes of section 12 (b).

(b) From the remainder of the sums appropriated pursuant to section 20, the Secretary—

(1) shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the number of children aged three to five, inclusive, in such State bears to the number of such children in all States, and

(2) shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the number of children under fourteen years of age in such State bears to the number of such children in all States.

For the purposes of this subsection, the term "State" does not include Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(c) The portion of any State's allotment under subsection (b) for a fiscal year which the Secretary determines will not be required, for the period such allotment is available, for carrying out the purposes of this Act shall be available for reallotment from time to time, on such dates during such period as the Secretary may fix, to other States in proportion to the original allotments to such States under subsection (b) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Secretary estimates such State needs and will be able to use for such period for carrying out such portion of its State application approved under this Act, and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts are not so reduced. Any amount reallotted to a State under this subsection during a year shall be deemed part of its allotment under subsection (b) for such year.

USES OF FEDERAL FUNDS

SEC. 5. Grants under this Act may be used in accordance with applications approved under section 6, for—

(1) planning for and furnishing child care services, including—

(A) infant care;

(B) comprehensive preschool programs including part day and daycare programs;

(C) general child care services for children who have not attained fourteen years of age, during evening and night time hours;

(D) day care programs before and after school for school age children in need of such care who have not attained fifteen years of age;

(E) emergency care for young children who have not attained fifteen years of age;

(F) day care and night care programs to aid working parents; and

(G) combinations of such programs;

(2) planning for and taking other steps leading to the development of early childhood developmental and child care services programs including planning grants to pilot programs designed to test the effectiveness of plans so developed;

(3) the establishment, maintenance, and operation

of programs described in paragraph (1) of this section, including the acquisition, construction, lease, or rental of necessary facilities, including child service centers, and acquisition of necessary equipment and supplies designed to provide adequate developmental and child care services, technical assistance necessary to develop expertise in such programs, including activities and services such as—

(A) comprehensive health services for children needing such assistance in order to profit fully from their developmental opportunities;

(B) food and nutritional services for children in preschool, emergency, day care, night care, and before and after school care programs, as needed to ensure their physical and emotional well-being;

(C) specialized social services designed to secure needed family child care support, improve the home environment and involve the parent in the child's development;

(D) a program of daily activities, as appropriate, designed to develop fully each child's potential;

(E) other specially designed health, social, and educational programs for children (including summer, weekend, and vacation programs) which contribute to carrying out the purposes of this Act;

(F) specialized training programs for development of professional and nonprofessional personnel, including short-term training and workshops; and

(G) programs for parents, guardians, and others, including adolescent youths, in child development and nurturing concepts. Which programs shall emphasize the nutritional, educational, and psychological well-being of parent and child; and

(4) planning, establishment, and maintenance of bilingual and bicultural child care and child development services including acqusition of necessary teaching materials and equipment designed to enhance and develop the bilingual capabilities of children and develop cultural awareness and pride in their ancestry.

APPLICATIONS FOR GRANTS AND CONDITIONS FOR APPROVAL

SEC. 6. (a) A grant under this Act may be made to a public agency known as a Child Service District created and operated in accordance with section 7 of this Act, upon application to the Secretary at such time or times, in such manner and containing or accompanied by such information as the Secretary deems necessary. Such application shall—

(1) provide that the activities and services for

which assistance under this Act is sought will be administered by or under the supervision of the applicant;

(2) set forth a program for carrying out the purposes set forth in section 5 and provide for such methods of administration as are necessary for the proper and efficient operation of the program;

(3) set forth policies and procedures which assure that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practicable, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in section 5, and in no case supplant such funds;

(4) provide assurances that the requirements of sections 14 and 15 will be met;

(5) provide for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this Act;

(6) provide that the applicant will make to the Secretary—

(A) periodic reports evaluating the effectiveness of programs funded under this Act in carrying out the purposes of this Act, and

(B) such other reports as may be reasonably necessary to enable the Secretary to perform his functions under this Act, including assurances that such applicant will keep such records and afford such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports.

(b) Applications for grants under this Act may be approved by the Secretary only if—

(1) the application meets the requirements set forth in subsection (a);

(2) the program set forth in the application is consistent with criteria established by the Secretary for the purpose of achieving an equitable distribution of assistance under this Act within each State;

(3) the program set forth in the application is consistent with criteria and standards established by the Secretary for the purpose of achieving programs of a quality level consistent with the purposes of this Act.

(c) Amendments of applications shall, except as the Secretary may otherwise by regulation provide, be subject to approval in the same manner as original applicants.

CHILD SERVICE DISTRICTS

SEC. 7. (a) (1) A Board of Directors shall serve Child Service Districts. Said districts will be formed on the basis of a State plan for such districts prepared by the Governor of each State and submitted to the Secretary for review and concurrence no later than six months from the effective date of this Act. Such plan shall provide for administrative coordination by the State of those State agencies responsible for services which further the purposes of this Act. Such State plan shall result from a proposed set of district geographic boundaries prepared jointly by the Governor and appropriate local officials in each Standard Metropolitan Statistical Area within such State, and district geographic boundaries prepared by appropriate State officials for all other areas in the State;

(2) State plans shall provide for elections to be held for the establishment of a Board of Directors for each district so formed. Candidates for election to such Board for each district shall be limited to the eligible voters in each district as defined in this Act.

(3) For the purposes of this Act, eligible voters shall be any parents having one or more children who have not attained fifteen years of age, who reside with their children, within the geographic area of the district established pursuant to this Act.

(4) Sums required to be expended for elections required by this section shall be paid from the appropriate State allotment under section 4 (b).

(5) The Child Service District shall be governed by a Board of Directors of not less than nine nor more than fifteen members. The Board of Directors shall have responsibility for the planning and establishment of programs consistent with the needs of children and parents to be served. The Board of Directors shall have authority to operate programs and provide services assisted under this Act or contract for operation of such programs or services with public and private agencies (including agencies for profit) competent to provide such programs and services. The Board of Directors mav employ such administrative and program staff as are necessary. Board members shall serve for a period not to exceed three years.

(6) In all municipalities having a population of more than one hundred thousand persons, one or more Child Service Advisory Councils may be established to serve as advisory bodies to the districts formed pursuant to thisAct. The Child Service Advisory Council shall be appointed by the chief executive of such municipality or other appropriate public official and shall consist of representatives of public and private agencies with established interest and expertise in the area of child care and development services. The Advisory Council will function as a consultative body to the districts situated in such municipality.

(7) Nothing in this Act shall prohibit the Secretary to

directly, or by contract with units of State government, provide such technical assistance and guidance to Child Service Center Districts if he deems necessary.

(8) For those areas of each State not included in Standard Metropolitan Statistical Areas, State Child Service Advisory Councils shall be formed to perform the functions set forth in subsection (5) above.

(9) The Secretary is authorized to develop and implement State plans to carry out the purposes of this Act in States that have not complied with section 7 (a) (1) of this Act.

(b) There is hereby authorized to be appropriated such sums as may be necessary to conduct the elections and costs incident to preparation of the initial proposals required by this section.

FEDERAL STANDARDS FOR CHILD CARE SERVICES

SEC. 8. The Secretary shall promulgate program standards which shall be applicable to all child care services programs utilizing funds authorized under this Act. These standards shall be known as the Federal Standards for Child Care Services, and shall be designed to guarantee that services provided by funds authorized under this Act shall be of a comprehensive, developmental nature. (For purposes of this Act, these) standards established under this section shall include requirements for:

(1) adequate child-staff ratios for each kind of service to ensure that developmental needs of each child are met;

(2) adequate qualifications for all staff members to ensure that the purposes of the Act (as stated elsewhere) are carried out;

(3) provision of such services, including health, nutritional, and other services, as are required to guarantee that the developmental needs of each child are met;

(4) maximum physical health and safety precautions in design, use, and care of facilities used under this Act;

(5) fire safety standards which are no less than the standards prescribed in the life safety code of the National Fire Protection Association. For the purpose of maintaining such standards, and to assist States and other jurisdictions in complying with such standards, there is hereby authorized to be appropriated, in addition to such funds provided elsewhere for administrative purposes, such additional sums for staff and other costs as may be necessary for these purposes.

Federal standards shall not preempt higher State or local standards without there having been provision made for a prior public hearing to show cause why such State or local standards should be preempted.

LOANS AUTHORIZED

SEC. 9. (a) The Secretary is authorized to make loans in accordance with the provisions of this section, to the Board of Directors of any Child Service District for the construction or remodeling of facilities appropriate for use as Child Service Centers and other facilities determined to be necessary by the Secretary to provide the services assisted under this Act.

(b) No loan pursuant to the Secretary may be made unless the Secretary finds:

(1) that the applicant is unable to secure the amount of such loan from other sources upon the terms and conditions equally as favorable as the terms and conditions applicable to loans under this title;

(2) that the construction or remodeling will be undertaken in an economical manner and it will not be in an elaborate or extravagant design; and

(3) such other terms and conditions as the Secretary determines will assist in carrying out the purposes of this Act and will protect the interests of the United States.

(c) In the administration of this section, the Secretary is authorized to postpone payment of the principal and to authorize forgiveness of up to 50 per centum of the loan in cases in which it is determined by the Secretary that the district is in financial hardship, or would be unable to repay the full amount.

(d) There are authorized to be appropriated $600,000,000 for the purpose of carrying out this section; $300,000,000 for the fiscal year ending June 30, 1972; $200,000,000 for the fiscal year ending June 30, 1973; $100,000,000 for the fiscal year ending June 30, 1974.

RESEARCH, DEMONSTRATION, AND TRAINING PROJECTS AND TECHNICAL ASSISTANCE

SEC. 10. (a) The Secretary is authorized to provide either directly or by way of contract, grant, or otherwise, for—

(1) research to improve child care and child development programs;

(2) experimental, developmental, and pilot projects designed to test the effectiveness of research findings in the field of child care and child development;

(3) demonstration, evaluation, and dissemination projects in the field of child care and child development;

(4) training programs to familiarize persons involved in child care and child development programs with research findings and successful pilot and demon-

stratio.. projects in child care and child development programs; and

(5) projects for the development of new careers and occupations in the field of child care and child development, with priority for employment and training directed toward those individuals who meet the poverty guidelines as established by the Office of Economic Opportunity in accordance with the provisions of the Economic Opportunity Act of 1964.

(b) In order to carry out the provisions of this Act the Secretary is authorized to provide either directly or by way of grant, contract, or otherwise such technical assistance as he deems necessary to Child Service District Boards of Directors.

NATIONAL ADVISORY COUNCIL ON CHILD CARE AND CHILD DEVELOPMENT

SEC. 11. (a) The Secretary shall appoint a National Advisory Council on Child Care and Child Development (referred to in this part as the "Council") which shall consist of—

(1) four parents who are Board members of Child Service Districts;

(2) one Governor of a State;

(3) a mayor of a city in excess of one hundred thousand population;

(4) two individuals from private life with demonstrated experience in bilingual and bicultural education of children;

(5) two from private life who are education professionals in the fields of child care and child development; and

(6) two from private life who are health professionals in the field of child health and nutrition.

(b) The Secretary is authorized to supply to the Council such technical and support personnel as he deems necessary.

(c) The Council shall study, investigate conduct research, and prepare a report containing its findings and recommendations concerning matters relating to the purposes of the Act, and shall transmit such report to the Secretary, the President, and to the Congress no later than October 1 of each year.

PROGRAMS FOR INDIANS, MIGRANTS, AND SEASONAL FARMWORKERS

SEC. 12. (a) (1) MIGRANT AND SEASONAL FARMWORKERS CHILD CARE PROGRAMS: AUTHORIZATION.—

(A) funds available for this part shall be expended for programs and activities consistent with the purposes of this part, including but not limited to such programs and activities carried out by eligible applicants under other provisions of this Act.

(B) in determining the distribution of funds under this part, the Secretary shall give the highest priority to States and areas within States having the greatest need for programs authorized by this part.

(2) APPLICATIONS FOR GRANTS AND CONDITIONS FOR APPROVAL.—

(A) Grants under this section will be made to public agencies known as Migrant Child Service Agencies, created and operated in accordance with section 603 of this section, upon application to the Secretary at such time or times in such manner and containing or accompanied by such information as the Secretary deems necessary. Such application shall:

(i) provide that the programs and projects for which assistance under this part is sought will be administered by, or under the supervision of, the applicant and set forth assurances that the applicant is qualified to administer or supervise such programs or projects;

(ii) set forth a program for carrying out the purposes of this part and provide for such methods of administration as are necessary for the proper and efficient operation of the program;

(iii) provide for such fiscal control and fund-accounting procedures as may be necessary to assure the proper disbursement of and accounting for Federal funds paid to the applicant under this part;

(iv) provide assurances that provision has been made for the maximum participation in the projects for which the application is made of persons representative of the population to be served; and

(v) provide for making an annual report and such other reports as the Secretary may reasonably require and for keeping such records and for affording such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports.

(B) The Secretary is authorized to make grants in accordance with the provisions of this Act, to public agencies created pursuant to section 12 (a) (3) of this Act, for the furnishing of Child Care Services.

(3) MIGRANT CHILD SERVICE AGENCIES.—

(A) Migrant Child Service Agencies will be organized in communities where migrant families reside or will reside during the course of their employment using maximum feasible participation of migrants in the planning, directing, and implementation of the program.

(B) The Secretary will publish criteria that will be used to determine the locations of Migrant Child Service Agencies throughout the migrant stream and establish rules and regulations to insure that no financial assistance is provided under this part unless the Secretary determines, upon the basis of evidence supplied by each applicant and evaluated and approved by the Migrant and Seasonal Farmworker National Advisory Council on Child Care, established by section 12(a)(4) that persons broadly representative of the population to be served here have been given an opportunity to participate in the implementation of such programs.

(4) MIGRANT AND SEASONAL FARMWORKER NATIONAL ADVISORY COUNCIL ON CHILD CARE.—The Secretary shall appoint a Migrant and Seasonal Farmworker National Advisory Council on Child Care (referred to in this part as the "Migrant Council") which shall consist of:

(A) six individuals broadly representative of the population to be served by this part;

(B) two health professionals from private life who are specialists in the field of child health and nutrition;

(C) two individuals from private life who are professionals in the field of child development and child care and who have a demonstrated interest in and knowledge of the child care problems of migrant and seasonal farmworkers; and

(D) two individuals from private life who have a demonstrated interest in and knowledge of the problems relating to child care among migrant and seasonal farmworker families and who have been actively involved in activities leading to solutions of such problems.

The Migrant Council shall study, investigate, conduct research, and prepare a report containing its findings and recommendations concerning matters relating to the purposes of this part and shall transmit such report to the Congress, the President and the Secretary no later than October 1 of each year.

The members of the Migrant Council shall designate their own chairman, vice chairman, and secretary. Such council will hold not less than two meetings during each calendar year. The three officers will form the executive committe and be empowered to act for the Migrant Council between meetings.

The appointed members of the Council shall be paid compensation at a rate not to exceed the daily rate prescribed for GS-18 under section 5332 of title 5, United States Code, while engaged in the work of the Council, including traveltime and shall be allowed travel expenses and per diem in view of subsistence as authorized by law (5 U.S.C. 5703) for persons in the Government service, employed intermittently.

The Secretary shall provide the Migrant Council with such staff and services as may be necessary for the Migrant Council to carry out its functions.

(5) QUALIFIED PERSONNEL.—The Secretary is directed

to designate full-time personnel with the ability to communicate with the target population and who are experienced in the child care problems of migrant and seasonal farmworkers to have responsibility for program leadership, development, coordination, and information and to give special attention to the child care problems of migratory and seasonal agricultural workers and the progams related to child care among migratory and seasonal agricultural workers.

(b) (1) AMERICAN INDIAN CHILD CARE PROGRAMS: AUTHORIZATION.—Funds available for this part shall be expended for programs and activities consistent with the purpose of this part, including but not limited to such programs and activities carried out by eligible applicants under other provisions of this Act. In determining the distribution of funds under this part, the Secretary shall give the highest priority to States and areas within States having the greatest need for programs authorized by this part.

(2) APPLICATIONS FOR GRANTS AND CONDITIONS FOR APPROVAL.—

(A) Grants under this section will be made to public agencies known as Indian Child Service Agencies created and operated in accordance to section ( ) of this section, upon application to the Secretary at such time or times in such manner and containing or accompanied by such information as the Secretary deems necessary. Such applications shall:

(i) provide that the programs and projects for which assistance under this part is sought will be administered by, or under supervision of, the applicant and set forth assurances that the applicant is qualified to administer or supervise such programs or projects;

(ii) set forth a program for carrying out the purposes of this part and provide for such methods of administration as are necessary for the proper and efficient operation of the program;

(iii) provide for such fiscal control and fund-accounting procedures as may be necessary to assure the proper disbursement of and accounting for Federal funds paid to the applicant under this part;

(iv) provide assurances that provision has been made for the maximum participation in the projects for which the application is made, of persons who are members of federally recognized tribes, bands, and individuals and other groups and individuals of native American descent; and

(v) provide for making an annual report and other such reports as the Secretary may reasonably require and for keeping such records and for affording such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports.

(B) The Secretary is authorized to make grants in accordance with the provisions of this Act to public service agencies created pursuant to section 12 (b) (3) of this Act, for the furnishing of child care services.

(3) INDIAN CHILD SERVICE AGENCIES.—Indian Child Service Agencies will be organized in areas throughout the country that are accessible to communities, groups, tribes, bands, and groups of individuals of native American descent. No financial assistance shall be provided under this part unless the Secretary determines upon the basis supplied by each applicant and evaluated and approved by the National Advisory Council on Indian Child Care established in section 12 (b) (4) of this part, that persons broadly representative of the population to be served have been given an opportunity to participate in the development of programs to be assisted under this part and will be given an opportunity to participate in the implementation of such programs.

(4) NATIONAL ADVISORY COUNCIL ON INDIAN CHILD CARE.—The Secretary shall appoint a National Advisory Council on Indian Child Care (referred to in this part as the "Indian Council") which shall consist of:

(i) six individuals from private life, broadly representative of the population to be served by this part;

(ii) two health professionals from private life who are specialists in the field of child health and nutrition;

(iii) two individuals from private life who are professionals in the field of child development and child care and who have a demonstrated interest in and knowledge of child care problems of native American Indians; and

(iv) two individuals from private life who have a demonstrated interest in and knowledge of the problems relating to child care among native Americans and who have been actively involved in activities leading towards solution of such problems.

The Indian Council shall study, investigate, conduct research, and prepare a report containing its findings and recommendations concerning matters relating to the purposes of this part and shall transmit such report to the Congress, the President, and the Secretary no later than October 1 of each year.

The Indian Council shall review proposals from the Indian Child Service Agencies and advise the Secretary as to its feasibility, adequacy, and participation by native Americans.

The members of the Indian Council shall designate their own chairman, vice chairman, and secretary who will comprise the executive committee and be empowered to act for the Indian Council between meetings. Such Council shall hold not less than two meetings during each calendar year.

The appointed members of the Indian Council shall be paid compensation at a rate not to exceed the daily rate prescribed for GS–18 under section 5332 of title 5, United States Code, while engaged in the work of the Indian Council, including traveltime and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently.

(5) QUALIFIED PERSONNEL.—The Secretary shall provide the Indian Council with such staff and services as may be necessary for the Indian Council to carry out its functions. The Secretary is directed to designate full-time personnel with the ability to communicate with the target population and who are experienced in the child care problems of Indians and Alaska Natives to have responsibility for program leadership, development, coordination, and information and to give special attention to the child care problems, of native Americans and the programs related to child care among native Americans.

(6) TRUST RESPONSIBILITIES.—No provisions of this Act shall abrogate in any way the trust responsibilities of the Federal Government to Indian bands or tribes.

PAYMENTS

SEC. 13. (a) From the amounts allotted to each State under section 4 of this Act the Secretary shall pay to each applicant in such State having an application approved by him under section 6 an amount equal to the total sums to be expended by the applicant under the application or such lesser amount as the Secretary determines on the basis of objective criteria, relating to fees charged to the parents of children to be served, if any, and other similar relevant factors, prescribed by him that the applicant can afford. For the purpose of this section non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, or services.

(b) Payments under this section may be made in installments, in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

WITHHOLDING OF GRANTS

SEC.14. Whenever the Secretary, after reasonable notice and opportunity for hearing to any grantee, finds—

(1) that there has been a failure to comply substantially with any requirement set forth in the application of that grantee approved under section 6; or

(2) that in the operation of any program or project assisted under this Act there is a failure to comply

substantially with any applicable provision of this Act; the Secretary shall notify such grantee of his findings and that no further payments may be made to such grantee under this Act until he is satisfied that there is no longer any such failure to comply, or the noncompliance will be promptly corrected.

RECOVERY OF PAYMENTS

SEC. 15. If within twenty-five years after completion of any construction for which Federal funds have been paid under this Act—

(1) the owner of the facility shall cease to be a State or local public agency, or

(2) the facility shall cease to be used for the child service purposes for which it was constructed, unless the Secretary determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so,

the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

REVIEW AND AUDIT

SEC. 16. The Administrator and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination, to any books, documents, papers, and records of a grant recipient that are pertinent to the grant received.

LABOR STANDARDS

SEC. 17. All laborers and mechanics employed by contractors or subcontractors on all construction projects assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 27a—276a-5). The Secretary of Labor shall have with respect to the labor standards specified in this section the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

EMPLOYMENT OPPORTUNITIES FOR LOWER INCOME PERSONS

SEC. 18. After consultation with the Secretary of Labor, the Secretary shall make whatever arrangements he deems necessary to assure that opportunities for training and employment arising in connection with the planning and carrying out of any project assisted under any such program be given to lower income persons residing in the area of such project.

ADMINISTRATION

SEC. 19. (a) There is hereby established in the Department of Health, Education, and Welfare, an office to be known as the Office of Child Development. The Secretary shall administer the provisions of this Act through the Office.

(b) The office shall be administered by a Director who shall report directly to the Secretary.

(c) Section 53 of title 5, United States Code, is amended by adding at the end thereof the following new paragraph:

"( ) Director of the Office of Child Development, Department of Health, Education, and Welfare."

(d) In order to carry out the provisions of this Act, the Secretary is authorized to make, amend, alter, and repeal such rules and regulations as he deems reasonably necessary.

EVALUATION AND REPORTS

SEC. 20. (a) The Secretary shall, either directly or by way of a grant or contract, provide for a complete review of programs assisted under this Act. In carrying out the provisions of this section, the Secretary shall consider evaluation reports obtained pursuant to section 6(a) and where feasible directly consult with as many of the members of the Child Service District Board of Directors as possible.

(b) The Secretary shall prepare and submit annually to the Congress a report on the administration of this Act.

REPEAL, CONSOLIDATION, AND TRANSFERS

SEC. 21. (a) The purpose of this section is to consolidate early childhood, day care, child service, and preschool programs authorized by the existing laws referred to in subsections (b) through (h), so as to form a single coordinated comprehensive child care and development program in the Department of Health, Education, and Welfare.

(b) To effectuate such consolidation the Director of the Office of Management and Budget under the direction and supervision of the President shall transfer to the Department the following programs:

1. Section 222 (a) (1) of the Economic Opportunity Act of 1964.
2. Part B of Title V of the Economic Opportunity Act of 1964.

(c) Section 162 (b) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in securing day care services for children, but not operation of day care programs for children".

(d) Section 123 (a) (6) of the Economic Opportunity

Act of 1964 is amended by striking out "day care for children" and inserting in lieu thereof "assistance in securing day care services for children", and adding after the word "employment" the phrase ", but not including the direct operation of day care programs for children".

(e) Section 101 of the Elementary and Secondary Education Act of 1965 is amended by striking out " (including preschool programs) " and by inserting "aged five to seventeen" before the end of the sentence.

(f) Section 105 (a) (1) (A) of the Elementary and Secondary Education Act of 1965 is amended by inserting "aged five or older" after the phrase "which are designed to meet the special educational needs of educationally deprived children".

(g) Section 312 (b) (1) of the Economic Opportunity Act of 1964 is amended by striking out "day care for children".

(h) Effective July 1, 1971, neither the child care services furnished under a State plan approved under part A of title IV of the Social Security Act nor the child welfare services furnished under a State plan developed as provided in part B of such title shall include day care services or any other organized child development program within the meaning of this Act, and section 422 (a) (1) (C) of such Act shall not apply. The Secretary shall prescribe such regulations and make such arrangements as may be necessary or appropriate to ensure that suitable child development programs under this Act are available for children receiving aid or services under State plans approved under part A of title IV of the Social Security Act and State plans developed as provided in part B of such title to the extent that such programs are required for the administration of such plans and the achievement of their objectives, and that there is effective coordination between the child development programs under this Act and the programs of aid and services under such title IV.

(c) (1) Subject to the provisions of this subsection, the Director of the Office of Management and Budget, under the direction and supervision of the President for a period of three years after the date of enactment of this Act may transfer to the Department any other function (including powers, duties, activities, facilities, and parts of functions) of any other department or agency of the United States, or of any officer or organizational entity thereof, which relates primarily to the functions of the Secretary under the provisions of this Act and which he determines can more adequately carry out the purposes of this Act by being so transferred. In connection with any such transfer, the President may, under this section or other applicable authority, provide for appropriate transfers of records, property, civilian personnel, and funds.

(2) Whenever any such transfer is made before January 1, 1975, the President shall transmit to the Speaker of the House of Representatives and the President pro tempore of the Senate a full and complete report concerning the nature and effect of such transfer.

(3) After January 1, 1975, no transfer shall be made under this section until (1) a full and complete report concerning the nature and effect of such proposed transfer has been transmitted by the President to the Congress, and (2) the first period of sixty calendar days of regular session of the Congress following the date of receipt of such report by the Congress has expired without the adoption by the Congress of a concurrent resolution stating that the Congress does not favor such transfer.

DEFINITIONS

SEC. 22. As used in this Act—

(1) "Child Service Center" means a center for child care, child development programs, of office, established within a Child Service District as the facility for parents and children in need of programs and services;

(2) "Child Service District" means an area approved by the Secretary pursuant to section 7 to be an attendance area for not less than three public elementary schools or not more than the sum of the attendance areas of twenty-seven public elementary

schools, which areas are contiguous; except in cases where the Chief Executive of the State and the Secretary jointly determine that an area not consistent with the criteria of this paragraph is best suited to the applicant and will meet the purposes of this Act;

(3) "comprehensive pre-school, part day, and day care programs" means a developmental program for children aged three to five inclusive, that provides for an educational component, health, nutritional services, psychological services, parental involvement, and social services for the enhancement of the family unit in a part day program of not less than twenty hours per week or a full day program for children of parents who are working or in training for employment;

(4) "infant care" means care provided to infants from birth to three years of age to ensure their physical and emotional well-being in group or individual placement for a portion of a twenty-four-hour day and includes any such service provided by an agency by individuals in groups or as a family;

(5) "day care programs before and after school for school aged children in need of such care" means the provision of care to ensure the physical and emotional well-being of children of parents who are working or in

training for employment and who are in need of such care as determined by the Secretary;

(6) "day care and night care programs" means any such program designed to aid parents working during daylight hours or the provision of care in group or individual settings during the evening, night, or early morning hours that provides an environment that ensures the physical and emotional well-being of children whose parents work during such hours;

(7) "emergency care" means care to ensure the physical and emotional well-being of children from birth to fourteen years of age who need such care during any part of the twenty-four-hour day because of a family emergency that incapacitates or otherwise removes the parent from the child;

(8) "Department" means the Department of Health, Education, and Welfare;

(9) "Office" means the Office of Child Development established pursuant to section 16 of this Act;

(10) "parents who work or are in training" means those single parent families who must be apart from their children to secure the training for employment or the actual employment to be self-sufficient and self-supporting, and for those parents who are both employed or in training during the same time of the day or night;

(11) "parents" as used in this Act includes any natural or adoptive parent, foster parent, or legal guardian with whom the child resides, but any temporary absence of the child from the home not exceeding six months shall not affect the eligibility of otherwise eligible parents;

(12) "agency for profit" is limited to corporate enterprises organized by area residents as a community project for the purposes of this Act;

(13) "Secretary" means the Secretary of Health, Education, and Welfare;

(14) "State" means each of the several States of the Union, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands.

AUTHORIZATION OF APPROPRIATIONS

SEC. 23. There are authorized to be appropriated for the purposes of carrying out the provisions of this Act, $2,000,000,000 for the fiscal year ending June 30, 1972, $4,000,000,000 for the fiscal year ending June 30, 1973, and $6,000,000,000 for the fiscal year ending June 30, 1974.

Senator MONDALE. Senator Packwood had planned to be here this morning to hear our excellent witnesses discuss proposed legislation to improve and increase the availability of day care and child development resources around the Nation. Unfortunately, I am advised that he will be unable to attend, so he has asked me to express his sincere regrets over this necessary absence.

The first witness this morning will be Mr. John Niemeyer, president of the Bank Street College of Education, New York City, and I understand the president-elect of the Day Care and Child Development Council.

We are delighted to have you with us here this morning, Mr. Niemeyer. If you will proceed.

STATEMENT OF JOHN NIEMEYER, PRESIDENT, BANK STREET COLLEGE OF EDUCATION, NEW YORK CITY

Mr. NIEMEYER. Senator, it is an honor to be here, and I have to start off with an apology. I had intended to have a written statement, at least a short one, for distribution before today. I set aside the weekend to work on it and the sky fell in, but I have had emergency meeting of organizations down here and a big meeting of the National Reading Council called, and since I am on the executive committee of that, I haven't had an hour to even dictate something.

But I will promise to get something to you. I just hope that you will convey to the other members of the committee my very real apology.

Senator MONDALE. We will receive your statement when it is prepared, and include it in the record at the appropriate point.

But we know of your work and I think that you can probably explain it just as well in this fashion.

Mr. NIEMEYER. Well, I would like to, and I hope that you will not hesitate to ask questions.

I would like to get at at least two of the issues which seem to me very critical and about which there is understandable—and this can be extremely sincere—difference of opinion.

First of all, let me, though, congratulate you and Senator Javits and the others who have been involved in the writing of this bill, for the remarkable thoughtfulness in drafting such a comprehensive plan for dealing with what we are all beginning to realize is one of the most critical areas of education, child development, of human development, namely those early years of life, and the early years of life for the child as an integral part of a family.

We so often forget that and it seems to me the heart of this bill is that it recognizes that there is this relationship between the child, the young child, and the family.

Let me just say a few words about the needs of families as we at Bank Street College have observed them. As you know, just as well as I, when we talk about families in the poverty range, economically disadvantaged children and families, we are talking about many, many levels of problems.

There are, living in some of what seem to be the worst housing condition, areas, and so on, men and women with enormous ego strength and ability to organize. All they need is just the slightest opportunity in order to emerge and find a place for themselves in society.

And then we have the families, certainly hundreds of thousands of families—maybe they are in the millions, I don't really know—who are the families composed often of a single parent, There usually are a number of children, not just one or two, and these parents are adults who have almost lost touch with society. They have no hope left. They are alienated through their feeling there isn't anything they can do.

We started in 1964—that is, the college did (in a section of Manhattan that used to be called Hell's Kitchen), a center, with research and development funds of Headstart, before they ran out.

We started out to try to ascertain, not through some kind of formal research, but by getting right out to the families and working with the children in the families, just what such a center would have to do, whether day care or Headstart, if it really took seriously the goals that are set forth in the bill that we are discussing today.

And of course we found that these families needed all kinds of help; typically there was a mother with four or five children, a father not in the picture regularly—although that is not true in all of the cases—and the needs run in this order, as we could ascertain them.

First of all, these adults are physically ill. Secondly, they live in constant physical fear—and very real fear. Fear of the pusher, fear of the person breaking in and stealing everything out of your meager little apartment, fear of the children getting run over in the heavy traffic in the streets, fear of what pushers and other people in the streets might do to the children, fear over the death of your children, because they, too, are physically ill usually.

And then the third great need, particularly on the part of mothers, is help with loneliness, with a tremendous feeling of vacancy in their lives. In fact, I am inclined to believe that one of the problems that surrounds the whole question of family control, birth control, and so on, with people of this kind, is the problem of loneliness. Because I feel that many of these mothers, for 2 or 3 years have something to love and to fondle and so on. I really think this fills a void in their lives and I don't think that a knowledge of birth control will make a significant difference as long as we have these particular human emotional needs.

So you could go right down the list then of all the needs, but it seems to me these are the most important.

Hence, in your bill, when you talk about education and the cognitive and emotional development of children, health care, and concern over the total lives and concern over the welfare of the family, concern over the period prior to the birth of the child, and then immediately after the birth of the child and so on, you are going to face many, many families who need help the most with this type of syndrome, of problem.

Now why doesn't the mother who is physically ill go to the clinic—because this center has been operated in a part of New York where a hospital has been carrying out a very effective outpatient program and experimental program under NIMH funds or NIH funds—I am not sure exactly which one—Roosevelt Hospital.

But most of the mothers themselves didn't go to the clinic, even though the clinic service was there and most of the mothers didn't even take their children. Why didn't they?

Well, suppose the school sends home word that the child has a heart murmur, and tells you it's very serious. But you have two other children in the apartment. You have nobody you can trust to leave the children with. Three years ago you went with the child to another hospital clinic and waited 5 hours and never got in and you felt ashamed and humiliated and so on.

And the result of it is that you really almost opt for dying yourself or letting your child die, rather than to do something about it.

Now this seems almost unbelievable, but I think that it is easy for us to put ourselves into the position of a person like this, women who spend all day in bed because there is nothing in the home except a television.

And the television, of course, has been the great pacifier and mesmerizer of children, because almost the minute they can see, they are propped up to watch this image that is flickering there—it's almost, I think, like hypnotism.

These are the parents and families for which intervention is necessary.

Now how did we intervene and how do I see intervention under this bill, if we are ever fortunate enough to have it passed and funded?

Well, in this instance, we had a person from the neighborhood whom we trained to be a kind of nurse and a health aid, and this woman would go into the home and either take the mother by the hand and take her and the child to the clinic, or stay in the home and take care of the other children so the mother could go to the clinic with the child who needed help, or to take care of her own health problem.

We brought the parents into the center, and at first, of course, they were very suspicious of the outside world, but we have also learned in this project and in now many years of work with poverty families that the minute you show that you can do something for a little child in a family, no mother, no matter how disorganized, no matter how defeated by life, did not, once she felt that we might do something for her little child, then begin to trust us.

Because there isn't a one of these mothers or fathers who doesn't hope that that little child is going to have a better life than he or she has had.

They also all recognize that it is going to happen chiefly through education. The school, the public school, is still for these people the only gateway into the opportunity system of our society. They recognize it. They will fight for it. They want quality, but I will come to that when we talk about parent control in a minute.

So all I am saying is that so many of the programs—Headstart—I was on the original planning steering committee of the Headstart, and as we conceptualized it under Dr. Cooke when he was chairman of that initial committee, we stated that Headstart had to get to the families, but then no funds were ever made available for this, except in a few centers like this one, and they lasted 3 or 4 years and were cut off.

I think what you have recognized in here is that you have to state the needs, you have to say it's going to be a comprehensive approach, and then you have to find and allocate the funds for it.

I would just hope that you would fight for not doing—not covering huge numbers of children and families at the expense of the comprehensive approach.

Senator **Mondale**. We continue to hear this point. A few weeks ago I attended the biennial meeting of the Society for Research in Child Development, in Minneapolis, and several of the top people there made this point independently. They were afraid that we would pass a bill with a majestic concept, fund it at the peanut level, then divide the money in thin proportions in order to "serve" more people, and end up doing nothing. They were concerned that we would in fact destroy the hope for a quality comprehensive program by not even gaining an example of what could be done if we could do more.

So we are going to try to include here a sort of steady-as-she-goes provision that it shouldn't build faster than the comprehensiveness and quality permits.

Whether we will get away with that, I don't know. It's tough, you know.

Mr. **Niemeyer**. The political pressure to distribute something widely, of course, is very great, but I would think there might be some formula found to have distribution but with not many centers to start with, if that is neccessary.

Senator **Mondale**. So I thought we would start in Minnesota.

Mr. **Niemeyer**. And New York.

Well, I speak out of experience in Headstart. We met for months and made a plan. This was not a group of the educational establishment that didn't believe that you could find new people, and so on. But we felt that to do Headstart adequately, we could at the best, that first summer, include a hundred thousand children.

Then the pressure mounted, and the President made it known that he wanted at least a half million. That first summer we had over 600,000, and most of the problems of Headstart I think I could trace with a good deal of evidence to that way of beginning.

Because what happened was that there was a rush, they turned to the very people who hadn't been doing a good job with children to start with, they had to use the public school system, they got trapped in various parts of the country in unnecessarily high wages and time and a half; and everything that went wrong that first summer I think can be attributed to the fact that the plan which the planning committee made out for about a hundred thousand kids was multiplied six times, and that just won't work.

Senator **Mondale**. I have seen this with title I. I think there are some problems in the compensatory concept, but it's now been diluted to the point where the average per capita assistance is something like $85. Well, if one just contemplates the inflation of State and local supports since 1965, when it was adopted, the $85 doesn't adjust for that, or half of it, so the critics come back and say, see, it per capita assistance is something like $85. That $85 isn't even enough to test the concept fairly, but the critics come back and say, see, "it doesn't work, just like I told you."

Well, I think that these human solution strategies starve for some hopeful models that have been attempted in broad enough scope to be more than just some university research pilot project, with four kids and two mice.

And in order to do that—I am hopeful that if this measure passes that we will be very careful to avoid the mistakes of the initial crash attempts at Headstart, because it can be used to discredit the whole program.

Mr. NIEMEYER. There are actually three features of this bill which I commend very highly. I commend all of it, but there are three that I have been talking about in hearings like this for a good many years.

One is this, don't try to spread yourself thin to start with. The second is that if you really want to be able to monitor and know whether something is being accomplished, then you had better set up a separate unit within the department, whatever the department of government is—and you are doing that by establishing an Office of Child Development in here—I think that is very wise.

And the third is the fact that almost always, persons involved in passing legislation ignore the necessity for training.

One of the very important features in this bill is that you are funding for training the first year, and not for operation the first year. I will have something to say on that in a minute, about that aspect of the bill.

The two specific problems about which I thought perhaps I had something to say that just might be helpful are the question of local and parent control and then the question of training.

Is it going to be possible to train enough staff to man the centers if in the second year you have 2 billion and in the third year you have 4 billion and you have that type of progression?

Let me turn to parent control, because that is the one that is perhaps the stickiest and about which there can be the greatest amount of misunderstanding and honest disagreement, because there are problems involved in it.

I understand that Mr. Sugarman is going to testify this morning. I suppose he knows more about this problem than any other person in the country, and therefore it would be presumptuous of me if I spent too long on it, but I suspect I agree with Jule, but I am not sure because we haven't consulted.

But we start off with a very similar point of view about education and children and the processes of organization development.

Let me tell you my personal experience in this last year, and it's based upon two types—three programs at the Bank Street College. The first of those is the Day Care and Family Resources Center which I spoke about earlier.

The second is the Bank Street Day Care Consultation Service, and the third is the training program which we ran last year under contract with the State of New Jersey for the training of community groups for the manning of day care centers that were to be started under a State-sponsored program.

I have been very closely involved in all three of these personally, and in the first, the transition to parent control, within the day care, the Headstart Center, which we called the Early Childhood and Family Resources Center, my involvement has been as really the chief liaison between the college and this project.

Let me talk just a bit about that first.

We found last year, when the R. & D. funds ran out, that all of the experimental work, and most of what we were doing to supplement what could be done through the local hospital in health work, and all of our work, our experimental work with children below three, which is a critical area, and our work with parents in the prenatal period, had to be cut.

Last year we, as a college, out of general funds, did a good deal to keep this going, and this year our commitment is over $50,000 out of, I would say, deficit spending for Bank Street College.

Senator MONDALE. Is Bank Street a State-supported college?

Mr. NIEMEYER. Well, Bank Street College of Education is a fully accredited graduate school of education, with a thousand graduate students, no undergraduate program whatsoever, and the training of school personnel with an emphasis upon early childhood field is only 25 percent of our operation.

We have an annual operating budget of roughly $6 million, and of that about 80 percent is spent on experimental projects.

We operate a center in Harlem, and we have run for many years one of the day care centers for the city of New York.

We have projects out in the field, in 15 different cities, for Follow Through, which, by the way, is I think one of the most promising programs, and one that I hope all of you will look into by doing much more than just reading research reports about it, but really talking with people out in the field.

We do a formal type of research, and we carry out day care consultation service and all kinds of training programs.

So it's a unique institution, and we are right in the midst of most of the social problems that have to do with education or which surround education.

Senator MONDALE. Is it State supported?

Mr. NIEMEYER. Oh, no; it's all private. I'm sorry.

Senator MONDALE. Where do you get $6 million for such frolic?

Mr. NIEMEYER. Well, we have roughly 50 percent from tuition, fees, income, on endowment.

Senator MONDALE. You have an endowment?

Mr. NIEMEYER. Yes; also royalties on the "Bank Street Readers," which were the ones that first eliminated Dick and Jane. And royalities on "Bank Street Readers for Adults," which are used in manpower training programs in different parts of the country.

So roughly 50 percent comes from grants from major foundations, small foundations, Follow Through, the Federal and State Government, and so on.

In the 15 years I have been at Bank Street, since 1956, the proportion of grant or special project money, and that kind of hard income, has remained almost constant. We have moved from under a half million to 6 million in terms of institutional growth.

What we did was go to the parents of the Early Childhood and Family Resources Center last summer and say to them, we are going to have to close the center as an experimental center. But now there is day care money and other kinds of money available. Headstart money, which you can get just as well as the college can get, and we feel that you have now begun to participate enough in the running of this center so that you should become incorporated as a social agency. And after your are incorporated, we will no longer be your sponsor, but we will have a working relationship with you on a contractual basis, if you and we agree to it. But you are on your own, and we feel you are capable of this.

Well, I then have watched this group of parents go through the transition of being dependent upon the establishment world, to the point where by next month they will be an incorporated social agency, a neighborhood agency, a community agency.

Next October they will have a Headstart and day care program under their aegis, and we will be there only if they don't want to kick us out, if they want us and we can enter into an agreement whereby there will be a quid pro quo, so we won't be giving them anything that isn't the equivalent of what they are giving us.

In this process, I have gotten close to Headstart in New York City and in this agency, and I can prophesy on the basis of this one experience that in parent control, local control, certain things are almost inevitable. One of these is that the parents themselves are going to go through a period when there is a jockeying for power, for position. Partly this results from the fact that they have never had any training from their schools or any organizations in any of the techniques of social organization. And without that, it becomes very, very difficult to organize.

That is why one of the features in the bill here—it seems a tiny one, but I think I remember that you provide or make it possible for some funds to be given so that technical assistance can be made available to the local parent councils as well as the child development councils in the communities, and I would say that is critically important. Not technical assistance that does it for them or that has the power over them, that can keep them from making mistakes, because they will make mistakes, and they have to make mistakes. But technical assistance that will be helpful. And I know this works because what happens is this. You get this jockeying for power. But the minute that the parents begin to see that they really do have the right to make the decisions, and that they have to make these decisions, nobody else is going to make the decisions for them, they very quickly come to the position where they want quality education for their children.

In the first period, they may be willing to hire anybody who is down the block, because it's a community person, and it's a community person that isn't a part of the establishment.

But once they get to the position where they feel the responsibility, they say, "Hey, I don't want anybody who can't read or write teaching my kid."

And you begin to get this turn to the demand for training, a demand for quality, a demand for a career ladder up which the community people, as they work, can climb.

I find that these parents, who do not know how to use language in the way that the middle class considers acceptable, who do not have the social skills, have tremendous insights and tremendous good judgments.

All of the personnel in that center have been hired this year, including the director, by the parents. In each case, I had a group of faculty menbers from the college who also interviewed the candidates, and then we simply sent back general comments and said, "It's up to you."

And I just want to say that the parents made as effective decisions and judgments, had just as excellent and at times faulty judgments about people as the professional staff of highly trained people with Ph. D.'s and all the rest.

So, over this year of working with this group of mothers, and the mothers downtown in the parent group of Headstart, I have come to see that there is this vast reservoir of very real wisdom and intelligence and commitment to their children.

But we do have to be willing to go through a period of adjustment, of what I call jockeying for position, because they really do not believe it when the establishment says to them, "Look, we are giving you the right to make the decisions." They may smile, they may meet and so on, but in their hearts they don't believe it. They think there is something in this which is going to get them, that it's going to be taken away, and so on. So at first you have wariness and suspicion.

Now the second experience—and I'll be through with that—has had to do with what we call the day care consultation service. This is supported by the Carnegie Corp. and other foundations, and it's a team of eight, including two lawyers, on our staff. They are giving technical assistance to over 300 groups in New York City—community groups, parent groups—and at least half of that number have been in existence, some as long as 7 years, but existing on a sublegal, not hidden but almost hidden, basis in the neighborhood and community.

Now they find that through technical assistance they can be incorporated, they can get startup money, they can have money to get facilities to remodel, they can have money to enter into a contract with a director who will get them started.

And I have seen men and women from these groups as late as 9 o'clock at night there at the college, sitting down with the team of the consultation service, poring over maps. I have seen groups of parents in a big classroom we run for teachers from outside schools and our own students—where they work upon the creation of curriculum materials, learning materials that you make out of nothing, the stuff you find on the street, the stuff you have in your basement, and cardboard, and all the rest—I have seen groups of parents in there working.

I have seen them working with models of how they are going to organize the furniture, simply furniture in their day care centers. I have seen them in groups where they are just as studious and intense as any group you have seen in a college or anyplace else, studying the legal aspects of their problem, studying the handbooks we have put out on all the aspects of day care, which tell them what they must do. So that if they get a volunteer accountant, for example, this handbook will tell them what he has to do about day care in New York City.

I am convinced we have in the parent group this great reservoir of strength, and to me, one of the most important aspects of the bill is that it has done as much as it seems to me that you could do in writing and drafting legislation to encourage parent control.

And I hope that, since I understand that on the other side of the Congress, in the House, the other bill doesn't stress that as much, you can convince them, and if I have a chance to talk with them—and I have been invited to—I am going to try to stress this. I think it's one of the critical issues.

The final point I wanted to make—I have talked too long—has to do with training. Can enough persons be trained?

Here your bill may be inadequate. I don't know. But let me tell you a little of our experience.

When the State department of education in New Jersey approached us a couple of years ago, and approached us because they were put in touch with us by the Day Care and Child Development Council, which has its headquarters in Washington, and acts as a kind of technical assistance informational organization for the country on this (I am on that board of directors and will be next year its president), when they approached us, they said, we want to start 100 centers. We said, please don't. And they said, we must.

They ended up by starting 15. Let me talk about the 15. Where we going to get the teachers and staff? They didn't exist. We also wanted to do this by working with community action groups under CAP and other organizations.

So we sat down actually in my office with a blackboard one day and we devised a program for an 8 week intensive training period, followed by 3 months and 6 months followup by trainers out in the field who would go out to the centers when the centers were in operation and be resource people to follow up the training.

With very few exceptions, the staffs of the 15 centers—and this was somewhere over 200 persons—were nonprofessionals. Many of them got their high school equivalency in the course of the training program. Some of them had finished high school. Almost none had gone on to any college work at the community college level.

They were people who entered into this with all of the suspicions and all the fears and disbeliefs I spoke about earlier, that you have to anticipate. And yet we saw these 15 teams—we believe in teams, not teachers and aides separately, but get everybody together, including the person who is going to be the director, and train the team as a team—we saw those persons go out with, we felt, remarkable skill.

Obviously there were different skills. We wouldn't have given an A, if there were ratings, to everybody, but to many. And we would have given undergraduate credit to many if we had been granting undergraduate credit.

Now I have tried to extrapolate that experience in terms of the bill. I would judge that for this kind of training—and I don't think you can have less—you need between $1,000 and $1,500 per person, per trainee.

Well, if that is true, on the $5 million—is it $5 million the first year, for the training the first year, in the bill?

Senator MONDALE. $25 million for training and technical assistance.

Mr. NIEMEYER. And technical assistance. Well, if you take $15 million of that for training, and at the beginning, I don't think you will need so much technical assistance—I will take $20 million of that for training—this would mean that you could train approximately 20,000 staff members at this rate, between 16,000 and 20,000, and this would staff day care centers for probably not more than 120,000 kids.

Maybe that is fine for the first year. So I would like to add a couple of other things.

One, I think that you need more money for training the second year than the first year. And maybe even more the third year. And then I think you can cut back drastically on the funds for training.

The second point I'd like to make is that if we have 20,000 people, there aren't 20,000 teachers who are sensitive workers with young children out there who can take the job. So we are going to have to take people right out of the neighborhoods and train them.

All I am saying is, it can be done, and they can be very effectively trained. Now most of them, however, are not going to have access to a place like Bank Street College of Education—which sounds boastful, but we have to face that fact, that it is one of the few institutions which for many years has been working and building expertise in this field and there aren't too many organizations like that in the country.

Therefore, in the first 2 years there ought to be funds for identified places in different parts of the country which will be the trainers of trainers.

In other words, we need, for example, to get professors from community colleges all over the country who will be designated by their institutions as trainers for day care, of day care personnel.

And they, in turn, need practical training at places where there is a great deal of expertise and this training needs to be, not taking the typical course. It needs to be training which is field-located, out in the field, out in the centers. It can be partly theoretical, but it has to be very practical. What we have learned about the training of adults is that adults more than children, or older children, 16 to 24, demand that things be practical and that training be practical.

This is certainly very greatly needed.

So we have to have a setup where we have something that would train trainers all over the country, and they in turn will be available so that the persons in West Virginia or Minnesota can go to a nearby community college, or a relatively nearby community college—otherwise you have vast expenses in travel, in maintenance, per diem, all this sort of thing.

It seems to me that with a relatively small expenditure of money, institutions can be identified that would train the right number of trainers of day-care personnel, who themselves would be drawn out of the parent groups and the communities in which the day-care centers are going to be located.

Now, that can be done. I am not prepared to give numbers off the top of my head, but there are many people who can sit down and figure out what would be necessary here. I just urge that, to the extent that that would need any special wording—and maybe it doesn't need any—in the bill, that you look into it, because, I think without that there is something missing.

That, sir, is about my statement. If you have questions, I'd be glad to try to answer them.

Senator **Mondale**. Thank you very much, Mr. Niemeyer, for a most able statement, and for a statement which I think has concentrated on the central issues as I see them.

Mr. Sugarman is in the audience, and I am hoping he can respond to that same question—how do we get the trained personnel?

I agree with you strongly that there are strengths to be found among the poor that we don't accept or know about.

As a matter of fact, I don't see any long-range solution to the problems of disadvantaged unless such strengths exist. I have always been enormously impressed and sometimes astonished by the good will that the poor still have toward this country, and the good, old-fashioned, middle-class aspirations they have for their children, and the commitment that they have to do something about it.

And the ingenuity they have in understanding their own resources and their own situation far better than any of us could possibly do. And with a commitment that far exceeds anything that any of us could possibly sustain.

Because, after all, when a liberal visits a ghetto or a migrant camp, it is kind of interesting—but those folks live there; it's their children; and they want something done about it. When we are gone, they still live there.

And I think a strategy that does not tap that enormous resource isn't going to work. In my opinion, unless we recognize that this enormous paternalistic strategy has been a fundamental source of failure with respect to present American institutions which deal with the poor, we will fail again in our efforts to reduce poverty.

With respect to your comments about training authority, shortly amendments to the EPDA and NDEA to authorize additional staff training under the Higher Education Act, which is now being marked up in the Education Committee, will be introduced. We left them out of this bill for jurisdictional reasons alone and we hope to make some progress in that bill as well.

Thank you very much, Mr. Niemeyer, for a most useful statement.

Our next witness is an old friend of ours, one of the Nation's leaders in this field, Mr. Jule Sugerman, who runs a small operation in New York.

Mr. Sugarman, we are delighted to have you with us this morning.

Mr. SUGARMAN. Thank you. I am not at all sure in what capacity I appear this morning, whether as an old bureaucrat from the Federal days, or a new bureaucrat from city days.

I have a formal statement for the record which I will submit, but I think rather than take the time of the committee to read that statement, I would like to concentrate on some of the issues which I believe need fuller consideration by the committee.

Senator MONDALE. Your statement will appear as though read in the record, and you may concentrate on those points that you feel appropriate.

Mr. SUGARMAN. Fine.

STATEMENT OF JULE SUGARMAN, ADMINISTRATOR, HUMAN RESOURCES ADMINISTRATION, NEW YORK CITY, AND FORMER DIRECTOR OF PROJECT HEADSTART

Mr. SUGARMAN. I do have to say initially that I think this is a great bill; that it really goes all the way toward objectives that many of us who have been interested in the child development field are trying to achieve; and that it has the kind of flexibility, breadth, scope, and comprehensiveness we need if we are going to have a truly sound child development program in the country.

I am particularly impressed that it would extend to the needs of all families over a period of time and that it is not directed to any specific means of providing child development services, but rather encompasses all of those means which we now recognize and even those we might develop in the future.

Thus, if this bill were enacted today, I would be grateful. Nevertheless, there are areas in which some changes and improvements can be suggested.

I will speak first to the role of the States, which is, of course, always a controversial issue in the child development field, where the pattern of development has differed from our other Federal assistance programs.

Actually, from the early days States have not been significantly involved in the child development field, and most of what the Federal Government did, at least until recently, grew out of a direct Federal-local relationship, particularly through the Headstart program.

As I understand the bill, the role of the States is essentially that of a review and advisory function, and I think that is a sound role for States to play with respect to larger jurisdictions. But I would suggest to the committee that there probably is a need for some minimum population requirement for a prime sponsor.

It is very difficult to arrive at any scientific formulation of what that environment should be, but in my own judgment, 100,000 represents about the level which would facilitate good administration of the program.

Senator MONDALE. In Minnesota, that would only leave three cities: Minneapolis, St. Paul, and Duluth.

Mr. SUGARMAN. I understand that, unless it were possible for a combination of jurisdictions to put together a program on their own behalf.

Senator MONDALE. Let me ask a few questions, because that is an important issue.

Are the States equipped to be competent prime sponsors in all instances? How do you have meaningful parent participation with State prime sponsorship? What happens in States like Mississippi, or others, where State leadership is opposed to the needs of minority population?

Mr. SUGARMAN Let me start with the last of those questions. I think that States like Mississippi are unlikely to submit applications under this bill, because I do not believe they are prepared to do what this bill requires at the State level, including parent participation. Therefore, what will be necessary is the organization of either groups of communities which may be willing to do it—and even in Mississippi there are some communities which would be willing—or, more probably, the organization of private prime sponsors with a great deal of technical assistance, both official and unofficial.

Most States are not equipped to be prime sponsors; but, equally true, most local governments are not equipped to be prime sponsors at this moment.

A great deal of learning will have to occur, and I think Jack Niemeyer's testimony was very much to the point on technical assistance and training as being absolute essentials here.

There are many more States now than there were 5 years ago who are philosophically attuned to do the things this bill calls for, and as I have traveled around the country—and I still try to do that when I can—I meet many State officials in the education departments, health education departments, and Governors' offices who do believe in parent participation, the use of nonprofessionals, and the comprehensiveness of early childhood programs.

Therefore, I think it is "real" to say there has been progress over the years. But it will take tough administration. It will take an administration—and I hope that this will be the case with the present administration—that is willing to enforce the purposes and philosophies of this bill.

Conceivably, they could simply turn to the States and say, "do it your own way." But the bill is perfectly clear, and if the administration will carry out that bill, then I think we will not have a problem.

Senator **Mondale**. Suppose Mississippi applies to be the prime sponsor for all communities less than a hundred thousand. They then control the program in Mississippi, don't they?

Mr. **Sugarman**. Your bill provides, first of all, that if they fail to conform to the act, they can be delisted and removed as the prime sponsor.

We provide numerous options for challenges to the way in which they carry out the program.

The question is whether Mississippi or South Carolina or Alabama or other States like that will accept the terms and conditions of this bill. My own judgment is that a number of them will not.

They will simply pass it by and not apply, because if the bill is really followed, if it really prescribes democratic selection, if there really is a majority of parent membership on the child development council, then they are going to gain a form of control that those States ordinarily not wanted them to have.

And I am well aware that these things can be manipulated and sometimes are. But I think there are now enough people publicly alerted to this question so that events of 5 or 10 years ago could not be repeated.

My basic problem with going below the 100,000 level is one of pragmatic bureaucracy. I just do not believe the Federal Government will ever staff up to handle the volume of applications that will accumulate if they go much below that level.

As you know, I have been through that war in both administrations, and it is just a rule of thumb that you never have enough staff to do this job properly.

I estimate that, at the levels you are talking about here, you could get by. This would require an increase in the present staff of the Office of Child Development, but not an enormous one. If there is some way to assure that the Federal Government will in fact provide adequate staff, then I would revise my views accordingly.

Senator **Mondale**. We hear these complaints. We had a panel of former Commissioners of Education. I think they were pretty unified in their view that these programs ought to be coupled with far more adequate staff than they have in the past, ought to be given funds for adequate planning and adequate evaluation and the rest.

If that were done, you might change your recommendation, is that correct?

Mr. **Sugarman**. That is correct. There are some programmatic reasons, as well, for the larger jurisdiction. If you have very small jurisdictions—very small counties, let's say, or cities—there may not really be enough children to develop comprehensive programs. That's the old problem of the unified versus the one-room school district.

So, I think you have to take this into consideration if you reduce the size too substantially.

On levels of financing, the bill proposes a range of $2 billion to $7 billion, over the next 3 years, and I never like to testify against large amounts of money, but I have to say——

Senator **Mondale**. You don't have to, you know.

Mr. **Sugarman**. I understand that. But I do think, in candor, that I must say this is an unrealistic set of figures. I have made a number of analyses of my own, trying to figure out what an attainable rate of growth is in this field, and I basically conclude that you cannot go much beyond $250 million to $300 million a year in growth in early childhood and day care programs.

Senator **Mondale**. What do you base that on?

Mr. **Sugarman**. Well, I base it partly on some of the things Mr. Niemeyer was saying. I started with what we know about the number of people who are graduating in the early childhood field, where there has been growth. Then I extrapolated that in terms of the number of people that would be required at various levels of financing. I used Jack Niemeyer's approach of having trained people train others.

In addition, I have tried to interpolate the amount of construction that would be necessary. You put all these factors together, and it says to me that, at least in the first 3 or 4 years of an expansion period, you are not going to be able to develop enough people.

I am not talking about fully trained professionals, but in giving people a basic 1 year or few weeks of preparation, you cannot accomplish enough fast enough with the staff and resources we have.

Senator **Mondale**. Do you have a work sheet on which it is based?

Mr. **Sugarman**. I do have a rather voluminous white paper which can be extrapolated.

Senator **Mondale**. Could you submit that for the files of the subcommittee?

Mr. **Sugarman**. Yes, I would be pleased to.

Senator **Mondale**. What about this vast pool of unemployed teachers in this country? Couldn't they be quickly retrained?

Mr. **Sugarman**. I think many of them can.

Senator **Mondale**. In Minnesota alone, we have 3,000 unemployed teacher graduates this year. Many of them are elementary schoolteachers. There are no jobs.

Mr. **Sugarman**. I think that is a good beginning base, and with a reasonably short period of additional training, they may function very well.

The first bottleneck, though, is finding people to train the teachers. There just are not very many experienced people around.

There are many elementary school teacher trainers, but early childhood is significantly different, and I think you need people with a special expertise.

Senator **Mondale**. You recognize that in this bill we have a year's interval—after its adoption—for training. You don't start the funding level buildup until after a year, to try to get ahead of the training pool problem, so when the money starts building there is a supply of trained personnel needed to do the job.

But even with those calculations, you stick by your figure?

Mr. **Sugarman**. In the early years, yes. I think this 1-year period is excellent. I have to say to you, however, that like Dr. Niemeyer, I feel you grossly underestimated the amount of money that is necessary for training.

Senator **Mondale**. Would you take a whack at that, and maybe by letter give us what you consider the numbers to be?

Mr. **Sugarman**. Sure.

To summarize it very briefly, I think you must allocate at least 10 percent in the build-up phases at least 10 percent for training purposes.

Senator **Mondale**. One of the things that concerns me, since we are going to be moving presumably in this massive buildup of day care centers, is that if we drag along in some sort of a near-perfect formula for perfectly trained students—that probably is right from a theoretical standpoint—you are going to have thousands of these children away from their parents in custodial centers without even half trained staff available. Shouldn't we build in a realistic training rate so that these children receive proper comprehensive preschool care rather than simply be assigned to the dormitories that they are talking about now.

Mr. **Sugarman**. There is no question about that, Senator, and I really have no feeling that we have to have a perfect training system. I am not looking for masters degrees in early childhood.

But I am looking for at least sufficient funds to support continuing training. Too much of the training done thus far has been based on a one-shot approach. You give a person several weeks or months or a year of immersion and assume this meets the needs whereas I think training really has to be continuous.

You raise another important issue and that is the development of day care, which is proceeding outside the framework of this bill under the auspices of the Senate Finance Committee and the House Ways and Means Committee.

Senator **Mondale**. And also under commercial sponsorship, too.

Mr. **Sugarman**. Yes. But not very much with public funding.

Senator **Mondale**. They'd like to, though.

Mr. **Sugarman**. And I am not opposed to that, under proper conditions.

Senator **Mondale**. Did you favor the bill last year that would support funds for private day care centers?

Mr. **Sugarman**. Yes, I favored that principle, and as I read this bill, it is also possible under this bill.

Senator **Mondale**. But under ours, they have to be approved by the parents.

Mr. **Sugarman**. Oh, yes, and I would see that as an important condition.

Senator **Mondale**. Do you think that Colonel Sanders is a good professional organization?

Mr. **Sugarman**. Well, Colonel Sanders is very hard to sort out, and it has been much maligned in some ways. I visited one of the centers operated by that particular organization, and in physical appearance it was as fine a day care center as I have ever seen. The staff was, I believe, as competent a staff as I have ever observed in a day care center.

Granted, it was their demonstration and pilot center. To the best of my knowledge, they have never succeeded in opening more than four centers and I know that. I personally know three of the people who directed those centers, through other activities that they have been involved in, and all were excellent.

The real question, I think, was whether that level and quality of child care can really be financed exclusively from private funds, because they were not drawing public funds. We have another experiment that seems to be foundering now and that is the Educare program. I have also encouraged them to develop, because I have had so much experience with the slowness of Government and private agencies to move ahead that I just do not feel we should necessarily exclude the private for profit world.

I think it is terribly important to have controls, standards, and parent participation. They should not be excused from any of those requirements in order to operate, but if they can meet these criteria and make a profit, I have no objection.

To return for a moment to the whole question of the social security amendments, which presently exist and which will materialize under the family assistance bill, let me say initially that the rate of growth in day care under title IV of the Social Security Act is really far greater now than the rate of growth under any other legislation. I would expect that sometime very soon, if not already, the actual amount of Federal dollars going into day care under the Social Security Act would exceed that being invested under the Elementary and Secondary Act and under the Headstart program.

That is due to a rather unique situation in Government today, which is an open-ended appropriation for title IV where the Federal Government is required to match anything that the States and local communities decide to spend, at the 75-percent rate.

That word has gradually gotten around, and more and more States are taking advantage of it. In the city of New York, for example, we will have a program under title IV that will be roughly five times as large as our program under Headstart, and essentially it will not be any different in nature, because we are determined to keep the two programs compatible.

But I am very fearful that the programs which may be developed in other places in the country under the Social Security Act, and particularly under some of the proposals which I understand the Ways and Means Committee is going to report—those that would give jurisdiction over day care to the Labor Department rather than the Department of Health, Education, and Welfare—will result in the development again of two major systems quite incompatible with one another.

And I would urgently suggest to the committee that there is a great deal of coordination needed here with the Senate Finance Committee and with the other body on this matter.

Senator **Mondale**. Thank you.

Mr. **Sugarman**. We have not actually seen the language, but I understand that in the House committee bill, the FAP bill will call for a preference to prime sponsors, to be given by the Labor Department.

My experiences with the Labor Department would suggest that they tend to ignore that sort of thing and go their own way, and I think there has to be a meeting of minds between the committees on this issue.

I want to make one other, point on financing. Basically, no matter what figure you put in this bill, it does not guarantee that a certain amount of money will go into this program, a fact which everyone is well aware of.

But the record of delivery on authorization levels is getting even worse, it seems to me, than in the past, and while there are problems of committee jurisdiction here, the substantive committees, particularly this committee, need to concern themselves with some way of assuring financing for programs which they are authorizing.

I have suggested on other occasions one approach that we might take to this, which I have called the Children's Trust Fund. Essentially, this would set aside a portion of the revenues in the Treasury specifically for purposes of children's programs.

The formulation I have used is that the Secretary of the Treasury would be directed to pay into this fund so much per week per child in the United States and that money would be available only for authorization and appropriation for children's programs in general or for this specific program.

It is a way of saying, as a matter of public policy, that this is money for kids and for nobody else. You can't use it for the SST. You can't use if for highways. You can't use if for war. You can't use it for anything but kids.

And I just feel that, at this time in our domestic history, we have to consider that sort of measure.

Senator MONDALE. You have given a speech specifically on the trust fund idea, have you not?

Mr. SUGARMAN. That is correct.

Senator MONDALE. Would you submit that for the files of the subcommittee?

Mr. SUGARMAN. I would be pleased to do so.

Senator MONDALE. And you proposed a creation of a children's lobby. How is that coming?

Mr. SUGARMAN. Very slowly. The problems, of course, are ones of raising money and finding the time to work on it. But we have several thousand people who have expressed interest in the program and several thousand dollars in the bank, and we are trying to get to the point where we can hire full-time staff to carry it ahead.

I think we sorely need at this point a group free to speak out without worrying about their tax status, so that we can present these needs as cogently and forcefully as possible.

We have such groups in other fields, and children are suffering because of a lack of such a spokesman.

I should also add that I heartily approve the concept of local policy councils and child development councils. However, I am not sure of the meaning of the legislation on the role of local policy councils. The words used are that the local policy councils recommend certain things and the child development councils act on them. It is not clear to me whether the action of the child development council can overcome or proceed in the absence of a recommendation from the local council.

My own view is that is is necessary for the central child development council to be able to overrule the local council in certain circumstances. This is particularly important where you get yourself involved, as we often do in New York City, in serious ethnic battles, or where you are trying to close down programs that are not functioning very well.

It is very difficult to get a local group, composed essentially of people elected from local programs, to close down any one of their operations, even though they all may agree privately that it is not a good program and does not function well.

In that case, I think you need a counterbalancing weight which permits the central group to close it down. That may be permissible under this legislation; I am just not clear on it.

Senator **Mondale**. Under the bill, there are provisions for closing down an unsatisfactory project.

What bothers me about what I gather to be your suggestion, is that the parents group becomes advisory only. Can you interest parents in this kind of participation, and as a matter of fact, is advice all that they deserve? Don't you think that when you get to something as sensitive and delicate as how one deals with one's pre-school child, and particularly with the history of insensitivity toward parents and the poor and their concerns, that we need to be especially sensitive to that problem?

Mr. **Sugarman**. I do, indeed, and I would not view the local councils as advisory only. I would, in fact, see them as the prime determiners of what is to happen in this particular area.

My concern, however, is in developing some sort of counterbalancing protection for those circumstances in which a local council simply does not do its job, or gets caught up.

Senator **Mondale**. We tried to do that with the mayor's council and so on. But after this meeting, I think maybe I will ask my staff man to talk to you and maybe we can get a response.

Mr. **Sugarman**. Let me say, Mr. Chairman, that in New York, where as you know we are now organizing the Agency for Child Development—which tries to anticipate this legislation—we are going to have local policy councils. It is our view that the determination of how funds allocated to a particular local area will be used will be in the hands of that local policy council. But there will be an approval process which specifies that if things are not going well, we can step in and do something about it.

I am very pleased to see the establishment by law of the Federal Office of Child Development. That office has been most adversely affected since its creation by questions of its continuity and role.

Frankly, I think the administration has played games with that particular office. It has made many promises and commitments to people who were concerned about the needs of young children, and essentially has failed to deliver on any of those commitments.

Senator **Mondale**. Although I think you agree that Dr. Ziegler——

Mr. **Sugarman**. Excellent man, and one of the people to whom promises were made and not kept.

So I think that this legislative backing for the office, with a clear delineation that this is the point in government which will deal with preschool and day care programs, should be very helpful.

It's important that such an office be organizationally separate from the Office of Education, from the Social and Rehabilitative Service, and from the health agencies, because early childhood programs cut across the domains of each of those agencies.

The allocation formulas which are suggested in the legislation are, in all local terms, quite reasonable and quite appropriate for the purposes of this act. I have what may be some essentially technical problems with them.

One is the criteria which call for allocating 25 percent on the basis of the number of single parents and working mothers, which would require data that to the best of my knowledge is not available.

I do not believe that, either at the State level or at the local jurisdictional level, anybody collects that kind of information, so that probably you would have to find some other measure of that particular factor.

This is a good factor to use, but I do not believe the data is there. Secondly, although my own information is not really up to date here, I have the feeling that the allocation formula will result in substantially reducing a large number of existing programs unless you get your full $2 billion.

If you get an appropriation at anywhere near the present level, there is not enough money to go around, under this formula.

Senator MONDALE. I think that is a good point. We are trying to work on that now.

Mr. SUGARMAN. A third factor of concern to me about the allocation is this: it does not, like almost all of the formulas that exist today, give any real consideration to wide variations among various communities in the cost of doing business. That is a tough problem to deal with. We have tried in the past to approach it with some sort of cost-of-living formula, but here again, the Government's data does not really extend down to the local and State level in a degree of accuracy which you could use.

I want to suggest that the committee might create a system under which the allocation formulas would be adjusted based on differences in the average level of elementary school pay.

Elementary school salaries are a fairly good indicator of what you are going to pay for personnel in child development programs, and because salaries are the essential ingredient of these programs, I think this might be a reasonable way to adjust it.

This could result in formula adjustments in the neighborhood of 30 to 40.

Senator MONDALE. That doesn't hurt New York.

Mr. SUGARMAN. No, indeed; it is a very excrutiating program problem.

Senator MONDALE. There will undoubtedly be a Javits amendment tomorrow.

Mr. Sugarman, you have had about as much experience as anybody in this field, and you have had it in a rich variety—in the Office of Child Development, under different administrations, with respect to different Congresses. And now with experience in the Nation's largest city.

And you have worked with and talked with most of the leaders in this field. What are the stakes involved in the policy question of whether or not this Nation is going to engage in a massive effort at early childhood comprehensive services?

What are the elements, what are the consequences of doing it or not doing it?

Mr. SUGARMAN. Well, I think that if we are to behave in a rational pattern and use the best of the knowledge that we have available to us, we have to start with what is now a well accepted fact, that the very early years of life are the most critical years in the development of the child.

We have all sorts of evidence now that children without a rich background in the early years become the failures in the later years, that they do not perform effectively in school, that they fail to become a productive part of society, and that they constitute a very difficult series of social problems for the country over the years.

While I am not at all sanguine that we have all the answers on how to work with young children, we do know, in fact, that we can enrich their lives; we also know, in fact, that the exposure and experiences, nutrition, health care, and the involvement of their parents make a great deal of difference in their expectations and their lives later on.

And I think that is a very healthy thing. I have come to believe very deeply that what people are able to do or not do depends extensively on their own state of anticipation, on their own sense of whether there is a real world ahead for them, on their own sense of their personal capacities.

These early childhood programs provide not only for the child but for their parents as well, if well done. They create a real boost in morale, a real growth in the expectation that good things can happen.

Second, in the process of working with young children, it has been possible, at least up to now—and I would anticipate in the future—for people of diverse interests, ethnic groups, political viewpoints, and philosophies to work together around this program, or these programs, in ways that they have not been able to mobilize collectively around other opportunities. This sort of knitting together of society has been very productive.

My anticipation is that the experience of working cooperatively around early childhood programs is going to produce a greater willingness to cooperate around other social programs, as these parents and their children go on into the higher levels of education and life generally.

For people who have participated as professionals, teachers, or volunteers in the early childhood programs, and who come from the middle class or upper class parts of America, this experience has opened their eyes to the strengths and abilities of people they had assumed were generally incapable, incompetent, unmotivated, and so forth.

The previous witness described what a wealth of resources his college discovered when they began to work with these groups and what an enormous reservoir of talent and strength exists but has simply been ignored.

I have also tried to convey the notion that while we talk about this as a child development program, it is essentially a human development program, because it can and ought to touch everybody that gets involved with it.

I have seen as much change in faculty members from colleges that came in to "train" staff as in the staff itself, because when they are both really in there with the nonprofessionals and parents and see children in their innocent, untainted stages images change very fast.

Perceptions of what minority and majority low-income groups are like undergo radical revisions.

So, I think early childhood programs have had tremendous significance in these ways.

We know predictively that if we do not begin to deal in big as well as small ways with these problems, attitudes, and situations, we are going to develop an increasingly hard and difficult corps of people who are very disaffected with our society. Moreover, such disaffection is going to lead to increasingly repressive measures in which, because we were not willing to deal with people in constructive ways, we now have to deal with each other in negative ways.

I would also forsee that if we do not respond to these and other social and human needs, beginning now and increasing steadily, we will tear the Nation apart and drive it into polarized camps that do not have to develop.

Because this program is generally warmly received by the public on both sides of the aisle and in almost all parts of the political spectrum and because it starts at a time which is critical in the development of life and future life, it would be unpardonable if the Congress failed to enact this program this year.

Senator MONDALE. Do you believe that any hopeful strategy for overcoming inequality in American society must include an adequate effort at the preschool period?

Mr. SUGARMAN. Yes; I do. I never like to give up and say that it's too late in life to try to do something, but the odds of failure certainly increase in the later years if you have not had an early foundation.

Again, I return to the point that—for reasons I do not wholly understand—people are willing to work together on an integrated basis around problems of and programs for young children, whereas they may not be willing to do so in later years.

I suppose, in a way, this relates to early southern practices where black and white children played together until they went to school, without distinction. There was never any problem about that; it was a commonly accepted thing.

But the minute they went to school, they began to grow apart and into two societies. They were treated in different ways.

There is just something about the spirit and soul of a young child that motivates people to do better—maybe what Prof. Jerome Bruner has called the supergoals of dealing with young children.

Senator MONDALE. It's amazing. It's a big problem in rhetoric today, whether the programs we are discussing are ways in which you take money from decent working folks and give it to lazy people, or whether it is an issue of justice, permitting persons who don't have a chance, for reasons beyond their control, to be given a chance.

And it seems to me that when you deal with children, there is no other way of dealing with them except on the basis of justice.

When you deal with adults, you can dismiss them as bad adults, even though they probably became the way they are because they weren't treated justly as children.

And I think the reason that there is some sort of uniformity, at least, in the rhetoric, as it relates to young children, is that there is no other way they can debate the issue or perceive the issue.

But it's a fact that for all the wonderful rhetoric, very little is being done. The President said, you know, the first 5 years of life are critical, and I applaud him for that. He did create the Office of Child Development, and I applaud him for that. But in fact, rather than making progress in this field, we have had to fight off retreats.

And I would guess that the amount of money going for early childhood work, for quality early childhood work, is actually diminished in the midst of all this rhetoric.

Mr. SUGARMAN. Considering the effects of inflation, that is right.

Senator MONDALE. A colleague of mine said in the midst of one of these debates don't forget that old folks vote, and children don't vote. And particularly the poor and black and brown ones, you don't even see them most of the time and you can ignore them, I suppose, if you want to, at least for the time being.

Mr. SUGARMAN. That is why I place so much emphasis on the question of a financing mechanism, Senator. I just feel that the ordinary processes are not going to bring us the kinds of program you and I would like to see.

The classic example, to me, is a section of the Social Security Act which says that by 1975 there shall be available in every State in the Nation every service for children that children need, without regard to economic circumstances—whatever they need, they should have.

That legislation has been on the books, I would guess, better than two decades now. We currently appropriate on a national basis the munificent sum of $46 million to carry out that program, and it just is not real to put these things on the books without trying to do something about financing them.

Senator MONDALE. Thank you very much, Mr. Sugarman, for a most useful statement. We will appreciate that material for the record.

(The prepared statement of Mr. Sugarman follows:)

PREPARED STATEMENT OF JULE SUGARMAN, ADMINISTRATOR, HUMAN RESOURCES ADMINISTRATION, AND FORMER DIRECTOR OF PROJECT HEADSTART

I am extremely pleased at this opportunity to testify in support of S. 1512, the Comprehensive Child Development Act of 1971. I speak today from two perspectives: my Federal experience in administering the Head Start Program for five years, the Children's Bureau and the Office of Child Development, and as Administrator of the Human Resources Administration in New York City which is presently creating an Agency for Child Development.

This committee has over the years held a number of hearings relating to the need for and benefits of preschool and day care programs. I will not dwell on those questions today. Let me simply say I believe that the need has been well established for every child to have the opportunity to participate in some type of preschool experience. That experience need not and should not be the same for all children, but should be designed to the particular need of the child and his family. S. 1512 is well drawn in that it creates a framework for the widest variety of programs in terms of age levels served, hours of attendance, location of program and nature of program.

I believe it has also been well documented in previous hearings of this committee that there is a sharp and steady increase in the number of children needing day care because the mother either chooses to or must work. Here again, S. 1512 is highly responsive to the need in that it permits the inclusion of children from families with higher level incomes and allows the charging of fees to other than low-income families.

In order to conserve the time of the committee, I should like to devote the bulk of my testimony to some of the issues which ought to be fully considered by it.

1. THE ROLE OF THE STATES

This is always one of the most difficult and controversial features of Federal legislation in the social and educational fields. S. 1512 essentially opts for a direct Federal-local relationship except in those cases where no public or private nonprofit agency has applied as a prime sponsor.

1. In the majority of cases, therefore, the State's role will essentially be that of review and advising the Secretary.

I think the direct Federal-local relationship is a sound principle when applied to larger local jurisdiction, but it is my view that there needs to be some minimum population requirement for a prime sponsor. Specifically, I would suggest that the committee consider a minimum population of 100,000. This seems essential for three reasons:

(1) To assure a large enough population to permit the variety of programs contemplated by the Act.

(2) To insure that there will not be unreasonable overhead costs related to the prime sponsor; and

(3) To facilitate Federal administration. While it is theoretically possible that the Federal government could work directly with an infinite number of communities, experience would indicate that staffing decisions are usually made on the basis of the numbers of large programs.

For smaller communities, I believe that states should be encouraged to act as prime sponsors. Should a state be unwilling to meet the requirements of S. 1512, it may be possible to develop private non-profit prime sponsors serving all or parts of a state. Where that is not possible, the Secretary could use his direct grant authority to assist organizations in smaller communities.

2. LEVEL OF FINANCING

S. 1512 authorizes an initial funding level of $2,000,000,000 rising to $7,000,000,000 by 1975. While it is difficult to be against such munificient sums, I must say in all candor that I believe it is unwise to set forth such unrealizable authorization levels. I cannot foresee any possibility (a) that programs could be developed at such a rate or (b) that the national budget can allow that level of expenditure for child development by 1975. My own studies lead me to believe that a growth rate of $250–350 million a year is the maximum at which quality programs can be developed in the early years of the Act. To set forth unrealistically large figures creates expectations which have little chance of fulfillment and may soon lead to disillusionment.

More serious than the problem of the authorization level, in my view, is the question of how to assure that moneys will actually be appropriated. The U.S. Code is filled with laws that were never financed as their sponsors intended. The record of non-appropriation with respect to children's programs is appalling. Consider, for example, one piece of legislation which requires that by 1975 every State have a complete range of child welfare services (including day care) for all children who need them. After two decades, the Congress is now appropriating the grand sum of $46 million annually for the whole nation to carry out this Act.

Congress, if it intends to promote the domestic welfare, must find some way of earmarking portions of Federal revenues for domestic purposes such as child development. I have suggested on other occasions that there might be created a Children's Trust Fund. The Secretary of the Treasury might be required to contribute a specific amount for each child to that fund, which would then be available for authorization and appropriation by Congress only for child-serving programs.

There are many other approaches which might be considered, but I cannot overemphasize the need for this committee to begin to deal realistically with the problem of appropriations.

3. THE ROLE OF LOCAL POLICY COUNCILS

The creation of Local Policy Councils, particularly in larger jurisdictions, is very necessary. Despite the best of intentions, large bureaucracies tend to become insensitive to differences within a community and tend unnecessarily to homogenize programs. I find the legislation unclear, however, as to whether a Child Development Council may act only on the affirmative recommendation of the Local Policy Council or simply after considering the latter's recommendation. My experiences indicate that it is sometimes necessary and proper for a citywide body to take action which has not been recommended by a local group. This is particularly true where there are strong ethnic conflicts and where it is necessary to terminate programs. I would, therefore, suggest language to make it clear that the Local Policy Councils do not have absolute authority to bar action.

4. TITLE IV–A OF THE SOCIAL SECURITY ACT

Title IV–A of the Social Security Act is rapidly becoming the major source of Federal funding for day care and preschool programs. This law provides 75% Federal matching to states (and through them to local communities). The probable enactment of the Family Assistance Program with up to 100% Federal financing will make this Title even more important. I believe that the language of Section 568 (b) in S. 1512 calling for the Secretary to coordinate child development programs is wholly unsatisfactory. In the absence of more definitive legislation, I would expect that two separate—and inconsistent—child development programs will emerge and that the Title IV–A program will, because of the automatic financing under which it operates, overwhelm the programs proposed by S. 1512.

There is an urgent need for this committee to work with the Senate Finance Committee in resolving this problem.

I would suggest that the fundamental principle to be followed is that the Secretary should have authority to pay child care funds available under Title IV and FAP directly to prime sponsors when those sponsors are serving children eligible under Title IV.

OFFICE OF CHILD DEVELOPMENT

I am pleased to see the establishment by law of the Office of Child Development. This Office has been most adversely affected since its creation by questions of its continuity and role. The language in S. 1512 will be of great help in permitting it to develop further. It seems particularly important, given the nature of programs contemplated by this Act, that OCD be organizationally distinct from HEW's Education, Social Service and Health Agencies.

ALLOCATION OF FUNDS

The formula for allocation of funds among states and within a state seems reasonable, but three points should be explored more fully. First, are the data actually available. I have serious doubts that anyone has data (on a community-by-community basis) for the number of children of working mothers. Secondly, I doubt that all presently existing programs could be financed under the allocation formula. Some states and communities, notably Mississippi and the larger cities, probably have far more funds than this allocation would provide. While the formula might present no problem if appropriations were actually at the $2–7 billion level, there could be a great deal of difficulty at lower levels of appropriation. It must be borne in mind that there are thousands of local jurisdictions which have no or minimal level funds presently available to them, but which would be entitled to a full allocation under this Act. I do not believe the language in Section 513(a) and 515(a), (b), (c) nor the language in Section 513(c) is adequate to cope with this problem. There are two basic ways in which this might be corrected; by giving the Secretary greater than 5% in discretionary funds which do not have to meet the test of a "model" or by requiring that funds must first be reserved to cover the existing level of programs.

My third problem with the allocation formula is that it does not take into account the wide differences in the costs of conducting programs in various parts of the country. Many people have suggested that the allocation formula should take account of variations in the cost of living. Unfortunately, the government does not have such data on a community-by-community basis. On the other hand, differences are most directly, although not exclusively, related to variations in salary levels. I would, therefore, recommend that the allocation formula be adjusted so as to reflect differences in the average salary paid to public elementary school teachers in a community.

OTHER FEATURES

While time does not permit a detailed analysis of many other fine features of the bill, I would be remiss if I did not at least indicate the great importance of such provisions as construction authority, use of public facilities training, the National Center for Child Development, the coordination of research, the legislative establishment of Office of Child Development, and the provisions for advance funding.

I will provide to the committee within a few days a more detailed, technical commentary on various features of the bill. Let me conclude by urging that the committee move speedily to approve this legislation. I believe that it will stand as a landmark in the history of America's concern for its children.

Senator MONDALE. Our final witness is Dr. Reginald S. Lourie, medical director, Hillcrest Children's Center, and Director, Joint Commission on the Mental Health of Children, which recently issued its report.

We are delighted to have Dr. Lourie with us this morning. We are going to take a short recess before we begin.

(Short recess.)

Senator MONDALE. The committee will come to order. Dr. Lourie, we are delighted to have you with us this morning. You may proceed.

STATEMENT OF REGINALD S. LOURIE, M.D., MEDICAL DIRECTOR, HILLCREST CHILDREN'S CENTER, AND PRESIDENT, JOINT COMMISSION ON THE MENTAL HEALTH OF CHILDREN, WASHINGTON, D.C.

Dr. LOURIE. I am Reginald Lourie, professor of pediatric psychiatry at George Washington University School of Medicine, director of psychiatry at the Children's Hospital and Hillcrest Children's Center in Washington.

I am here primarily as the president and chairman of the Joint Commission on the Mental Health of Children, to introduce a statement for the record from the Joint Commission that fits in with and provides some background for this bill and indicates why the Joint Commission is pleased that this bill has been developed and is in the process of being reviewed.

Senator MONDALE. Very well, we will place that in the record following your statement.

Dr. LOURIE. I would like, in addition to this statement, to talk to three areas covered to some extent by the bill, but which might usefully have some elaboration.

One of them is the prenatal period, in terms of services that would be useful. I would like to stress the increasing importance with which we view this period, and how much we would feel that there are needs for greater emphasis on it. We think that a baby should be viewed like the ancient Chinese did, as being 9 months old at the time of its birth. By the time it is born, it has well-developed patterns which will last for the rest of its life.

In fact, some of our observers have felt that by the time a baby is born, it already has established whether its character patterns are going to be basically compulsive or hysterical as it responds to stresses and life situations.

We don't go quite as far as Gilbert and Sullivan, who said that every man now alive is born a liberal or a conservative. But we can annotate the end product of a period of pregnancy as one in which a great many determinants are established such as in the psychosomatic responses of an individual. If we ask when is it determined how an organ will react to stress, we find that in the formation of that organ, it has encountered influences that determine its response to stress.

Suppose its oxygen supply was interrupted, then its structure is threatened. Its response to the stress at that time can become a prototype for its response for the rest of its life when stress comes into the picture.

We have increasing indications of how important the prenatal period is. We have indicators that tell us that we can expect to do more and more about what happens in a distorted way during pregnancy. Increasingly ingenious devices for defining what's going on in the uterus are becoming available as well as interventions that will be diagnostic and corrective.

We are entering a new era from this point of view, and we are very pleased to see that this bill makes provision for prenatal services.

Senator MONDALE. We placed that in the bill—not based on more sophisticated work that you have done—but on the basis of work I did with migrants in which I found in many of these migrant countries in the South, 60 and 70 percent of the mothers received no help, medical or otherwise, during pregnancy, and none in delivery.

And thousands of children are maimed just for the failure of providing minimum, decent professional care at that time. Many of the mothers have venereal disease, untreated, and that deforms the child. And for the want of $15 or $20 of the right medicine, we have a twisted human being for a lifetime. Maybe more than one, perhaps thousands.

And that led us to specifically flag the prenatal question, in this bill, so that it was not ignored.

But the points that you make, of course, go clear beyond that cruder type of observation.

Dr. **Lourie**. From the point of view you bring up, the nutrition of the mother during pregnancy has a great bearing on what kind of a baby will result. In fact, probably the one single most basic determinant of what kind of a fetus there will be is the nutritional state of the mother at the point of conception.

I don't know what the implications are there. Does that mean that we will have to change the dating patterns of our young and have a good meal go along with every date?

[Laughter.]

But certainly there is a great deal that can and should be done from a preventive point of view. Otherwise, we are just picking up the pieces of pathology that were created often on a predictably preventable basis.

Another intervention that might be highlighted in the earliest days of life stems from our growing ability to identify individual differences in babies which then provide a basis on which we can prescribe how that baby needs to be handled if distortions are to be prevented.

What this bill can provide from this viewpoint is the availability of skilled diagnosis or evaluation of what every individual baby needs, even from the first weeks of life, as it can be identified. This is a point that should be stressed in the provision of these services.

In other words, while there is an understandable stress in the bill on preschool programs, there is plenty of evidence even from the Headstart programs that by three, four and five, years of age, remedial programs are already too late for a great many children. When the distortions are already built in, they often can make it impossible for these children to utilize the corrective remedial approaches and services that are made available.

With Mr. Sugarman you brought up the whole concept of critical periods, when can changes still be expected to take place. We have information indicating that in the earliest years, in the human's first 2 years particularly, there are critical periods of development—maybe it is best to call them optimal periods, because in contrast to the other mamals, the human is more flexible and can recover function even if during the time that function is supposed to be developing, appropriate experience is not available to the baby, there can be recovery.

The best information we have at this point is that if you bypass the optimal period for development of a function, even though the individual can recover some of that function its optimal development or potential often can no longer be achieved. Therefore the timing of appropriate intervention is important.

The other important information we should keep in mind is that in the first 18 months of life, the brain is growing faster than it ever will again. It is then also more plastic and most available for appropriate experience and corrective interventions.

This is best illustrated by the experience of our colleagues in England who have been able to diagnose babies with cerebral palsy in the first months of life, and with intensive treatment for the first 18 months, they are able to prevent the spasticities in most cases. They are even able to correct the skeletal deformities.

That is taking advantage of the time in the individual's life when it is most flexible.

So that again I would like to stress that the services that you are making available through this bill will be emphasizing not only the period of pregnancy but the most important first 2 years.

When a few of us were called together to try to do something about the children who weren't able to learn in school which evolved in the program called Headstart, we said even then that for a great many of the children it would be too late.

Senator MONDALE. Even Headstart would be too late?

Dr. LOURIE. Even Headstart would be too late. We have had to set up treatment programs for children who were dropouts from Headstart.

Another dimension I'd like to direct some attention to in relation to this bill is the fragmentation of services as they now exist.

As we take a look at the services for children, we find that by no means are they only in the programs for health, education and welfare. A great many Federal agencies have programs for children, even the Department of Defense and, the Department of Justice have large programs. Agriculture, Labor, Commerce, Interior, et cetera, all have programs for children.

When we look at what happens by the time these programs are established at the local level, we find that they are not infrequently in competition with each other.

One can drive up 14th Street in the District of Columbia, and on many blocks see store front youth programs, a variety of HUD, Labor, HEW and OEO programs, often overlapping.

Some of our families at the Children's Hospital tell us that it is not unusual for a half dozen people to have knocked at their doors and saying, "I am your community representative, and I will take care of your (comprehensive) needs."

Unfortunately, even with all of this, many children and families fall between the cracks and have no services.

Hopefully there can be a mechanism in this bill for coordinating these sources of service, and their funding. Particularly troublesome are the problems of territoriality, agencies, protecting their turf. This goes on from the top level in the Government down to the neighborhood. Only, unfortunately, by the time it reaches the neighborhood level, it's exaggerated.

The people at the neighborhood level don't know that, at least at the top level, the agency people are talking to each other. At the neighborhood level, they too often are competing with each other.

I would hope that there would be some thought to including in the comprehensive approaches that are so much needed, and would be made available through this bill, correlation with the Senate bill, 1414, introduced by Senator Ribicoff, the child advocacy aspect.

Senator MONDALE. Yes.

Dr. LOURIE (continuing). Of the children's programs. There need to be the coordinating devices that are outlined in this bill, State councils, mayor's councils, parents' councils, and so on. But these groups need to have the clout the mechanism that can pull together the disparate forces and service patterns to insure that they work together. Partnerships for service and joint funding, are needed instead of competitive funding and services.

Senator MONDALE. I believe you mentioned to me once the suggestion that there ought to only be one person, say, per family, per child, who is assigned, and that all the services and so on would flow through that person, so that you don't have eight or nine different "directors" of that child. So that you have a program designed for that child in an overall sense.

Can that be practically done, in your opinion?

Dr. LOURIE. It would be the ideal.

Senator MONDALE. That is really what we have in middle-class family life; we have the mother who is in charge, and she doesn't allow too many others to mess around. She runs it.

What do you do in the poor, disadvantaged home where the forces have just overwhelmed and defeated the family?

Dr. LOURIE. The mother should always be the integrator, in a sense. In the middle-class family, she is helped often by the pediatrician who is given the role of being the integrator of the professional services. In spite of some pediatrician's complaint, they became more and more involved, even in the educational system.

The principle underlying this is that if you take responsibility for the development of the child, one must be concerned about his total development.

What is available now to most families in the middle-class sector of our society needs to be made available for the families who are less able to mobilize resources. This includes the overwhelmed, unavailable mothers, who are depressed, or unaware or feeling helpless and hapless.

In other words, we can't separate children from the problems of the families. One example of this is in the problem of lead poisoning in poor children. Why are the children eating the paint from the walls or woodwork? If we take a look at what is happening, it is unavailable mothering.

We are not going to solve the problem simply by taking the old paint off the walls. The basic problem to be in tackled is why that mother is unavailable and what needs to be done to really meet the needs of that child.

The lead poisoning is a signal that something is not working right in the family.

Public health programs that would force the landlord to take the paint off the walls, disregard the real intent of this bill, the desire to reach into what the children and families really need.

To do this one must have access to these families. In other words, the system has to be one that knows every child, knows what he needs and then sees to it that all the services are available to meet those needs.

Senator **Mondale**. And is there any effort under way in any other society of which you are aware that is able to structure itself in that personal way to the needs of the child?

Dr. **Lourie**. They are thinking along these lines in the Soviet Union. On one of our missions there, one of the cultural exchanges, where a group of scientists were sent over, we were told "it is true that we are classless society, children are our privileged class."

Much as we might have questions about many other facets of the Soviet philosophy, this is one that we could well keep in mind. The goal is for child to be as normal as possible. Every woman who is pregnant has to have prenatal examinations, and if she doesn't turn up for them, the police go out to get her.

She has special additions to her diet during her pregnancy. If she is working, she gets the 6 weeks off from work with full pay before and after the baby is born.

In other words, the program in action there reflects basic concern for health and welfare the child.

Urie Bronfenbrenner expressed it in a recent book as "the concern of one generation for the next."

That really could be the subtitle of this act.

Senator **Mondale**. In your work you deal, I gather, with a lot of families and children from those families of economically disadvantaged backgrounds; do you not?

Dr. **Lourie**. Yes; our hospital is in the middle of the inner city. The riots of 1967 took place all around us.

Senator **Mondale**. How important do you believe the comprehensive early childhood approach of the kind suggested in this measure and recommended by your Joint Commission, is to a society which truly equal opportunity to be available to each child?

Dr. **Lourie**. I think is it essential. I don't think there is any other way to go about dealing with the basic problems in the community.

Senator **Mondale**. Would it be fair to say that most American institutions stand neutral during the period of most dynamic growth, and most dynamic damage to children? That is, the schools start at say, age 6, possibly 5. Even Headstart you point out, which is only really a pilot program, starts out at 5, maybe 4. I don't know. In a sense it seems we have decided to stay out of that early childhood period.

Dr. **Lourie**. Yes.

Senator **Mondale**. And for many, you say it's too late by the time they enter into the services of one of these.

Dr. **Lourie**. Yes, there is no question in our minds about this. The community says, you have to make your child known to us, register his birth. But the next time the community says you have to produce him, create visibility for him, is when he has to go to school.

And that time in between is the time when many children get lost.

For example, let us look at a major problem facing our society, the problem of racism. When did the problem of racism begin? One large factor is when a child takes a look at himself and says, "is black or red or white or yellow good or bad, clean or dirty, beautiful or ugly?"

We can annotate that between two and four is when the children are asking those questions of others as well as themselves. In other words, this is when the fundamental answers are developed by the child.

Later the programs such as, "black is beautiful," are attempting to undo what has already been established.

When is it that the child is experimenting with feelings of hurting, physical violence, and so on? Beginning in the first year of life, the first steps are made, but in the second year of life, the child is very actively looking for models, and help in dealing with aggressive feelings, such as hurting, hostility, as well as violent ways of creating movement in other people.

What are the child's models? If we was brought up in an atmosphere where there is mostly violence as a predominant pattern in relationships, he learns from the closest people he has to deal with every day. When he goes down into the street, what are his models?

If these are his only models, these often become the patterns available to him in expressing his own feelings. If we don't give him any other models so that he has a choice, by the time the character patterns are established, by three, and four, and five, he already has a built-in pattern of violence in relationships and having needs that have resulted because he has had no alternatives.

If we made another kind of experience available to him early in his life, such as in some of these day care patterns provided in this measure, at least we are making available to the child some other possible way of relating to people, some other possible way of dealing with his feelings, some other possible way of having his needs met.

Senator MONDALE. What about equality in educational opportunity? I talked with a black educator the other night who is a principal of a predominantly minority school, but one in which there are about 20 percent middle-class urban white.

And he said in the sixth grade, the average black is at about the 3½ grade level in basic skills. The average white is at the 11th grade level.

Now how can they sit along side each other at that point and stand it? How can the teacher cope with it? And does quality development preschool assistance offer some answer to that tragedy?

Even at Berkeley, which is considered one of the best school systems in the world, and where they are trying integration with a full heart, and with community support, which they undertook voluntarily, not under court order, the black children are doing much better than they were, and so are the white, but that gap is still there. It's not as enormous, as this one, but it's a four or five grade gap in the eighth grade in the average, basic skill levels.

Is part of the answer to be found—of course Dr. Jensen has his reasons but—is part of the reason to be found in the starvation of necessary assistance in disadvantaged?

Dr. LOURIE. There is no question that we are asking that the schools do superman types of jobs, with almost impossible situations, very often, that are the result of the neglected early years.

In other words, we have passed the optimal period for development of many of the skills. The doors have been closed to many of these children by the time they have gotten to school.

Where this was most striking, and this is my own personal motivation to get in there and start working with the babies, were the findings that emerged from the President's Panel on Mental Retardation which John Kennedy called together. It was found that we have a higher percentage of retardation than almost any other country in the civilized part of the world—3 to 5 percent.

In other countries, where there are programs for early child care, there is reported only one-tenth of 1 percent of the population is retarded. In other words, we were creating the retardates with our lack of early life programs.

Seventy-five percent of the retardation in this country—that is, as we measure it with our inadequate tolls—is on a functional basis, on the basis of distorted experience or lack of appropriate experience in the early years.

The kind of approach you outline in this bill has the promise of moving in on that whole area of the drain on our country's resources. This is true not only of the human resources but it ends up with influence on the economic resources, because these are individuals who are the drain on the community, the uneducable; who become the unemployed, et cetera.

I am most concerned with those who become the hopeless, helpless, apathetic, passive, dependent individuals. I am not nearly as concerned about the delinquents, even though they are a problem with which the community must be concerned. At least the delinquents have enough energy, have enough capacity to try to do something about their survival needs, and to make a place for themselves.

What we often don't see until they get to our mental hospitals is the apathetic, passive, dependent, hopeless, helpless child who grows up into the hopeless, helpless, adult, and can end up as the unavailable mother or father.

Also, we have to face the fact that we are creating, with technology and scientific approaches, an increasingly complex world in which we are asking human beings to adjust. There are much more rapid types of communication, transportation, technological innovations in industry and so on.

We need more and more individuals who are flexible enough, not warped into rigid patterns, to be able to encompass and adjust to, live with, contribute to, be part of, these new dimensions that are being created for them as a life style.

There is serious thinking among some of the future-oriented child development research people that maybe we can't trust the family alone to prepare young children for this new kind of world which is emerging. That is one of the directions in which the Soviets, too, are looking, which is one of the reasons why they felt that they needed to have access to the babies.

Maybe we need to think of education as starting in the first year of life. There is a new field evolving called infant education. Education starts really at the beginning of life. What we need to educate children for may indicate in the future that we need additional kinds of experience outside the home that babies can profit from, in addition to the fundamental learning experiences that take place within the home.

In other words, infant day care that provides a rich individualized experience for a child is possibly one of the things that we should aim for. Again, it is one of the things that would be made possible by a measure of this kind.

Senator **Mondale**. Do the ravages of mental illness, emotional disturbance, and mental retardation strike disproportionately the children of the disadvantaged?

Dr. **Lourie**. Well, it depends on how you define mental illness. You will find observers who will deny that the effects of deprivation and lack of opportunity should be called mental illness.

Maybe, rather than putting it in the form of mental illness, should we talk about the capacity to adjust in society, the capacity to create opportunities or to fit into opportunities. These capacities only too often are more difficult to achieve in the individual who has grown up in the disadvantaged parts of our communities. This leaves out the labels that one might give an individual, who could be called something different depending on who was describing him, such as whether it was a sociologist or a psychiatrist of whatever.

Senator **Mondale**. Your Joint Commission on Mental Health of Children, of course, issued a long report. And I was wondering whether its recommendations were such that it could be said they are supportive of the approach which this bill takes?

Dr. **Lourie**. There were three categories in the recommendations of the Joint Commission, and you will be interested to know that the first of them was comprehensive child services.

Senator **Mondale**. That was the first recommendation?

Dr. **Lourie**. That was the first group.

It's purpose is to maintain the health and adjustment potentials of every child.

The second category was the corrective and remedial services that are necessary to deal with those children who have already developed distortions or difficulties which handicap the child.

The third was the creation of a system that could insure that services would be available. This is what has been called the child advocacy system.

Everybody determines his own priorities about which of these three categories are most important.

But there is the agreement that these three were the major emphases that needed to be made for the future programs.

Senator **Mondale**. Early childhood and comprehensive services for the child who needs it especially, and a system for child advocacy, were the core recommendations?

I understand the Commission report has a short summary. Maybe that is what you suggested be placed in the record?

Dr. **Lourie**. Well, it's prefatory material to the report.

Senator **Mondale**. We will put the summary of the Joint Commission's report in the record following Dr. Lourie's testimony.

It's interesting that the recently concluded White House Conference on Children, in a very unique and weighted vote of all the delegates, ended up with a very strong recommendation which gave top priority to the preschool comprehensive children's services. Without assigning priorities, it's very clear that your Commission came up very strongly with the same recommendations.

Dr. **Lourie**. Yes, I think there was considerable feed-in from the Joint Commission studies to the background material for the White House Conference. Understandably. Five to six hundred of the most knowledgeable people about children's programs contributed their thinking to the Joint Commission's recommendations, and many of them were involved, of course, in the White House Conference formulations.

It has been most reassuring that there has been this kind of confirmation of the needs and findings, as pointed out by the Joint Commission.

Of course, many of the Joint Commission recommendations are highlighting still again the kinds of things that we have been saying for many years. The educators tell us that people have to hear things at least three times before it is theirs.

(The information referred to follows:)

Digest of

CRISIS IN CHILD MENTAL HEALTH: CHALLENGE FOR THE 1970'S

Final Report

of the

The Joint Commission on Mental Health of Children, Inc.

Fall, 1969

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NOTE TO THE READER

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Preface

For the last fifty years, there has been a growing concern over the number of mentally ill and emotionally disturbed children in the United States and an increasing dissatisfaction with the unavailability of mental health services. When the previous Joint Commission on Mental Illness and Health, for unavoidable reasons, was unable to cover this important area, both professional and concerned citizen groups pressed for a study of the mental health needs of children. Members of Congress also responded to the need and, in 1965, Senator Abraham Ribicoff introduced an amendment to the Social Security Amendments of 1965 (P.L. 89-97) which provided the funds and framework for the Commission's work. Thirteen national professional associations joined the incorporators of the Commission to form a Board of Directors. The Board, with a grant from the National Institute of Mental Health, developed a staff and enlisted more than 500 of the country's leading authorities on early childhood, adolescence, and the young adult to work on Task Forces, substantive Committees, and the collection of specialized information. The collaboration and participation of both affiliate member organizations and specialists at every Governmental agency level provided the Commission with additional and invaluable contributions.

As a result of its three-year endeavor, the Commission produced a number of reports and papers, many of which will be published in 1970. These studies provided much of the documentation for the recommendations which appear in CRISIS IN CHILD MENTAL HEALTH. Throughout the Commission's work, it became increasingly apparent that health, mental health, and environmental influences are interwoven, particularly in the earliest years of life. Thus, CRISIS IN CHILD MENTAL HEALTH is more than a critique of clinical needs and problems related to mentally ill and emotionally disturbed children. It is also a portrayal of crises in our society which precipitate many kinds of childhood malfunctioning and give rise to the need for many kinds of intervention. Because it is a social as well as a clinical document, the Commission's report gives equal priority to recommendations of both a preventive and remedial nature. It is clear that if we are to dedicate ourselves to meeting the needs of our children and youth, the required services and programs in child-rearing, which is our largest "industry," should be one of the largest in optimal manpower utilization and therefore costs.

It is the Commission's opinion that this is as it should be. It will be far more costly in the long run in terms of mental illness, human malfunctioning, and therefore underproductivity, if we do not appropriately support this "industry." We have dedicated our report to the children and youth of our country in the hope that it will create an awareness of their needs and a prompt call to action.

The Commission's Board of Directors is deeply indebted to Mrs. Barbara J. Sowder for her editing of this Digest.

I

INTRODUCTION

We proclaim that we are a Nation devoted to its young. We believe that we have made great strides toward recognizing the needs of children and youth. We have enacted child labor laws, established a public education system, created treatment services for our disturbed and handicapped, and devised imaginative programs such as Head Start for our disadvantaged young. Yet, we find ourselves dismayed by the violence, frustration, and discontent among our youth and by the sheer number of emotionally, mentally, physically and socially handicapped youngsters in our midst. It is shocking to know that thousands of children are still excluded from our schools, that millions in need go untreated, and that many still suffer from hunger and malnutrition. We recognize in these ills some of the sources and symptoms of poverty and racism in which all of us, as a Nation, take part. Poverty, in this the richest of world powers, is still our heritage. Racism, in a country dedicated to its peoples' inalienable rights, speaks as clearly of "man's inhumanity to man" as did slavery.

In spite of our best intentions, our programs are insufficient; they are piecemeal, fragmented and do not serve all those in need. Unwittingly, we have failed to commit our vast resources to promote the healthy development of our young. We have yet to devise a strategy which will maximize the development of our human resources. Congress gave national recognition to this need in issuing a mandate to establish the Joint Commission on Mental Health of Children. In fulfillment of its task, the Commission declares:

—This Nation, the richest of all world powers, has no unified national commitment to its children and youth. The claim that we are a child-centered society, that we look to our young as tomorrow's leaders, is a myth. Our words are made meaningless by our actions—by our lack of national, community, and personal investment in maintaining the healthy development of our young, by the minuscule amount of economic resources spent in developing our young, by our tendency to rely on a proliferation of simple, one-factor, short-term and inexpensive remedies and services. As a tragic consequence, we have in our midst millions of ill-fed, ill-housed, ill-educated and discontented youngsters and almost ten million under age 25 who are in need of help from mental health workers. Some means must be devised to delegate clear responsibility and authority to insure the well-being of our young.

—This Nation, which looks to the family to nurture its young, gives no real help with child-rearing until a child is badly disturbed or disruptive to the community. The discontent, apathy, and violence today are a warning that society has not assumed its responsibility to insure an environment which will provide optimum care for its children. The family cannot be allowed to withstand alone the enormous pressures of an increasingly technological world. Within the community some mechanism must be created which will assume the responsibility for insuring the necessary supports for the child and family.

—This Nation, which prides itself on democratic values and equal opportunity, still imposes on its young the psychological repercussions of poverty and racism. No one is effectively empowered to intercede.

—This Nation, richly endowed with the knowledge to develop its youthful resources has yet to fill the gap between knowledge and action. We know, for example, that preventive measures are most essential and effective if taken in the earliest years of life; that during this period there are critical stages of development which, if neglected or mishandled, may result in irreversible damage. Yet, our services are nowhere more deficient than in the area of prenatal and infant care.

—This Nation, highly sophisticated and knowledgeable about mental health and child development, continues its planning and programming largely around the concept of treating, rather than preventing, mental illness. But no agency has the task and responsibility for assuring that treatment is, in fact, received by those who need it.

—This Nation, despite its emphasis on treatment, has yet to develop adequate mental health services and facilities for all children and youth, regardless of race and economic circumstances. Many receive no attention. The number of young, particularly adolescents, who are committed to mental institutions continues to rise markedly. Yet, we have not provided the resources and manpower to assist those who are devoted to caring for these children. As a result, any possible benefits of confinement are lost in the tragic waste of the back ward. Even less effort is made to develop coordinated community services so these children can be kept as closely as possible within their normal, routine setting.

The Commission strongly urges better treatment for the mentally ill, the handicapped, the retarded, the delinquent, and the emotionally disturbed. We join forces with those who propose a broader but more meaningful concept of mental health, one which is based on the developmental view with prevention and optimum mental health as the major goal. We contend that the mentally healthy life is one in which self-direction and satisfying interdependent relationships prevail, one in which there is meaning, purpose, and opportunity. We believe that lives which are uprooted, thwarted, and denied the growth of their inherent capacities are mentally unhealthy, as are those determined by rigidity, conformity, deprivation, impulsivity, and hostility. Unfulfilled lives cost us twice—once in the loss of human resources, in the apathetic, unhappy, frustrated, and violent souls in our midst, and again in the loss of productivity to our society, and the economic costs of dependency. We believe that, if we are to optimize the mental health of our young and if we are to develop our human resources, every infant must be granted:

—*the right to be wanted*
yet, millions of unwanted children continue to be born—often with tragic consequences—largely because their parents have not had access to or knowledge of the benefits of birth control information and devices.

—*the right to be born healthy*
yet, approximately one million children will be born this year to women who get no medical aid during their pregnancy or no adequate obstetrical care for delivery; thus many will be born with brain damage from disorders of pregnancy. For some, protein and vitamin supplements might have prevented such tragedy.

—*the right to live in a healthy environment*

yet, thousands of children and youth become physically handicapped or acquire chronic damage to their health from preventable accidents and diseases, largely because of impoverished environments. Even greater numbers living in poverty will become psychologically handicapped and damaged, unable to compete in school or on a job or to fulfill their inherent capabilities—they will become dependents of, rather than contributors to, our society.

—*the right to satisfaction of basic needs*

yet, approximately one-fourth of our children face the probability of malnutrition, inadequate housing, untreated physical and mental disorders, educational handicaps, and indoctrination into a life of marginal work and opportunity.

—*the right to continuous loving care*

yet, millions of our young never acquire the necessary motivation or intellectual and emotional skills required to cope effectively in our society because they do not receive consistent emotionally satisfying care. Society does little to help parents. There are few programs which provide good day care, which aid in developing more adequate child-rearing techniques, or which assist in times of temporary family crisis or where children are neglected or abused.

—*the right to acquire the intellectual and emotional skills necessary to achieve individual aspirations and to cope effectively in our society*

yet, each year almost a million of our youth drop out of school and enter the adult world with inadequate skills and with diminished chances of becoming productive citizens; countless others are denied the opportunities to develop to their fullest potential through effective vocational training, meaningful work experience, or higher education. For all of our children and youth the transition to adulthood is made difficult. We fail to provide avenues for learning adult roles, for acquiring skills, or some approved means by which youths' voice can influence a world in which they too must live.

We know that when these rights are granted, development will proceed favorably for most infants. Few children, however, encounter continuously those ideal circumstances that maximize their hereditary potential for health, competence, and humanity. At conception, at birth, and throughout development, there are vast variations and inequalities in the life chances of our young. Undoubtedly, many will continue to be psychologically damaged. If our more unfortunate are to become functioning and productive citizens, we believe they must be granted:

—*the right to receive care and treatment through facilities which are appropriate to their needs and which keep them as closely as possible within their normal social setting*

yet, several millions of our children and youth—the emotionally disturbed, the mentally ill, the mentally retarded, the handicapped, and the delinquent—are not receiving such care. The reasons are innumerable. Many go untreated because the services are fragmented, or nonexistent, or because they discriminate by cost, class or color. Others are diagnosed and labeled without regard to their level of functioning. They are removed from their homes, schools, and communities and confined to hospital wards with psychotic adults or to depersonalized institutions which deliver little more than custodial care.

Going back as far as the first White House Conference on Children in 1909 we have repeatedly, and with considerable eloquence, announced our intentions to develop a strong, imaginative program to care for emotionally disturbed children. For example, the 1930 White House Conference on Child Health and Protection, composed of several thousand citizens and government officials, proclaimed that:

> "The emotionally disturbed child has a right to grow up in a world which does not set him apart, which looks at him not with scorn or pity or ridicule—but which welcomes him exactly as it welcomes every child, which offers him identical privileges and identical responsibilities."

The 1930 White House Conference estimated that there were, at that time, at least two and one-half million children with well-marked behavioral difficulties, including the more serious mental and nervous disorders.

In the four decades since the issuance of that report, the care of the emotionally disturbed child in this country has not improved—it has worsened considerably. During the three years of its deliberations and fact-finding efforts the Commission has gathered together an impressive body of descriptive material on the plight of the emotionally disturbed child in America today.

Using the most conservative estimate from various school surveys, the National Institute of Mental Health estimates that 1,400,000 children under 18 needed psychiatric care in 1966.

Are they getting this treatment? Surveys of various psychiatric facilities, undertaken by the National Institute of Mental Health, show that nearly a million of those children needing psychiatric care in 1966 did not receive treatment. These estimates indicate that we are providing care to only one-third of our children who are in serious need of attention. An additional seven to ten percent or more are estimated, by school surveys, to need some help for emotional problems.

What happens to these emotionally sick children for whom there are no services in the community? Each year, increasing numbers of them are expelled from the community and confined in large state hospitals so understaffed that they have few, if any, professionals trained in child psychiatry and related disciplines. It is not unusual in this year 1969 to tour one of these massive warehouses for the mentally ill and come upon a child, aged nine or ten, confined on a ward with 80 or 90 sick adults. Our present data indicate that slightly over 27,000 children under 18 were under care in state and county mental institutions in 1966. On the basis of a trend which has been developing over the past few years, the National Institute of Mental Health estimates that by 1970 the number of children aged 10-14 hospitalized in these institutions will have doubled.

The National Institute of Mental Health also reports that thousands upon thousands of elderly patients now confined on the back wards of these state institutions were first admitted as children 30, 40, and even 50 years ago. A recent report from one state estimates that one in every four children admitted to its mental hospitals "can anticipate being permanently hospitalized for the next 50 years of their lives."

What happens if the disturbed child is fortunate enough to escape the state institution treadmill? There are a few private, residential treatment centers which care for about 8,000 children a year. Since the average cost to the parents of such hospitalization ranges from $30 to $50 a day, it is obvious that only those of our citizens who are in the higher income brackets can take advantage of such services. Even among those rarified income brackets the situation is far from satisfactory; for every child admitted to one of these private facilities, 10 or more are turned away because of lack of space. In 8 of our states, there are no such facilities, either public or private. In many of our states, there are no public units to care for children from low and middle income groups.

What happens to all our children who receive no help for emotional problems? Here the statistics become much less precise, since a vast majority of these children are literally lost. They are bounced around from training schools to reformatories to jails and whipped through all kinds of understaffed welfare agencies. No one is their keeper. No agency in the community is equipped to evaluate either the correctness of their placement or the outcome of such placement.

If they are sent to a training school, as recent testimony before a Senate Committee revealed, they generally receive poorer treatment than caged animals or adult convicts. Appearing in 1969 before a Senate Committee, Joseph R. Rowan, an expert on delinquency who is now director of the John Howard Association of Illinois, characterized these institutions for juveniles as "crime hatcheries where children are tutored in crime if they are not assaulted by other inmates or the guards first." Another witness, Arlen Specter, the District Attorney of Philadelphia, told the same committee that these so-called correctional institutions for juveniles take a 13 year old and in 12 years, turn out "a finely honed weapon against society."

Commenting on the failure of juvenile courts and juvenile correctional facilities to even begin to meet the manifest needs of emotionally disturbed and sociopathic children, Judge David Bazelon, a member of the Commission, noted in a recent talk that although this nation is aware of the problem, it does not support funds to treat and care for these children *because it has really given up on them.*

We must ask ourselves whether we can continue to deny our children their inalienable rights. Can we continue to gamble with our Nation's future by allowing children to grow up in environments which we know are psychologically damaging— and compound this by lack of adequate care and treatment?

We have the knowledge and the riches to remedy many of the conditions which affect our young, yet we lack a genuine commitment to do so. We blind ourselves to the fact that we create most of the social problems of our young which we so deplore—infants who fail to thrive, seriously disturbed children in mental institutions, adolescent drug addiction, acts of violence and destruction by youth.

Our lack of commitment is a national tragedy. We know already that it is more fruitful to prevent damage to our young than to attempt to patch and heal the wounds. We know that much of the damage could be avoided in the first three years of life. We know that the basis for mental development and competence is largely established by the age of six. Yet we do not act on this knowledge. Studies indicate that most children, regardless of class or race, whether in the ghetto or in suburbia, do not receive the needed support and assistance from our society. But, it is the damaged, the vulnerable, and the poor who are given the least from our health, welfare, and educational services. Those who are the most helpless are the most neglected.

This Commission proposes a shift in strategy for human development in this nation—one which will deploy our resources in the service of optimizing human development. We emphasize the critical need to concentrate our resources on the new generation and eliminate problems which later exact so high and tragic a price.

In the allocation of these resources, it is the consensus of most of the Commission's task force and committees that equal priority should be given to the following:

—Comprehensive services which will insure the maintenance of health and mental health of children and youth.

—A broad range of remedial mental health services for the seriously disturbed, juvenile delinquents, mentally retarded, and otherwise handicapped children and their families.

—The development of an advocacy system at every level of government to insure the effective implementation of these desired goals.

The services we propose should cover the entire range of childhood, from systematic maternal and infant care to the transition of the adolescent and college age youth into effective young adulthood.

It should be emphasized that fostering the development of human beings in this country is a means to an end—a means to stem the increasing numbers of people who have no meaningful role in society. Their services in health, education, welfare, and other human and community services are desperately needed and currently unused.

Commitment, genuine commitment, to our children and youth is, necessarily, the beginning. We must look honestly at the scope of the problem and begin *now* to follow our words by action. We must develop advocacy functions at all levels of government and society, functions which will insure that the needs of children and their families are being met. This commitment to advocacy means commitment to change. It means that we—as parents, educators, professionals and legislators—must participate and collaborate in change in national, state and local levels. We must reorder our priorities so that the developmental needs of children rank first in importance. The commitment requires finding effective ways to link our fiscal resources, services and manpower so that every infant will be guaranteed the continuous care and the opportunities required for his optimal development. The creation of an advocacy system means that we, at last, will act to insure the rights of our living and unborn young. For in our children lie our future and our hope for the fulfillment of our national goals. We must not—cannot afford to do less.

RECOMMENDATIONS OF THE JOINT COMMISSION ON MENTAL HEALTH OF CHILDREN

I. Proposals for a Child Advocacy System

II. Community Services and Programs of a Supportive, Preventive, and Remedial Nature

  A. Physical and Mental Health Services

  B. Assistance, Employment, and Environmental Programs

  C. Social Services

  D. Education

  E. Work, Leisure, and Preparatory Activities

III. Research

IV. Manpower and Training

RECOMMENDATIONS

I. A Child Advocacy System to Guarantee Mental Health

The Commission recommends that Federal funding be provided for the establishment of an advocacy system at every level of society.

At the *National level,* the Commission urges that Congress provide for the President to appoint an Advisory Council on Children similar to the Council of Economic Advisors. Advocacy for children and youth would then derive its strength from the highest office in our Nation. This President's Advisory Council on Children would advise the President, the Cabinet, the Congress, and the Bureau of the Budget. It would be charged with the responsibility of studying and gathering information on the problems of children and youth in the United States and with doing long-range planning, policy making, and programming, both for services and for manpower. This advisory body would be concerned about how well Federal agencies are working together, competing, or overlapping in providing services. It would advise the President and Congress on the effectiveness of programs and would make recommendations for legislative and program changes and on the allocation of monies spent for children and families.

The Commission further recommends that the Secretary of HEW should have a strong unit, headed by a high official in his office, to give leadership to all programs for children and youth. Included in this function would be policy clearance and development, coordination of efforts, evaluation of results, and recommending allocation of resources to the Secretary. Coordination of Federal interprogram relationships to State Comprehensive Plans would rest in this unit.

The advocacy concept at the *state level* would be carried out by a State Child Development Agency. This Agency would be charged with developing a comprehensive state plan for children and youth on an on-going basis and be governed by law and regulations not unlike the Federal Comprehensive Health Planning requirements. Its crucial task would be to develop a state plan—in conjunction with broad Federal guidelines—and to lay out program goals and operating guides for all the services and programs required to meet the needs of children and youth in the state. The Commission recommends that Congress provide that the State Comprehensive Plan include consideration of all child and youth programs, not just those that are Federally funded. The State Agency would also advise the Governor on programs and allocations for children. It would plan the creation of local Child Development Authorities and Councils and assist in their development. It would review applications from local Authorities for the establishment of Councils and would periodically evaluate the Councils. Local Authorities and Councils would develop local plans for the State Agency. The Federal agency would act on the State Comprehensive Plans, and on approval, would fund the State Agency and the local Authorities and Councils. As an incentive for states with comprehensive plans, higher percentages of Federal matching funds could be granted for all Federally funded children's programs.

At the *local governmental jurisdiction* (city, county, or combination of these), a local Child Development Authority would be created. It would serve as a coordinating, planning, and policy-setting body for all human services in its political jurisdiction as assigned by state law within Federal guidelines. It would develop a local comprehensive plan for the State Agency and would initiate and organize the Child Development Councils in neighborhoods within its jurisdiction.

At the *neighborhood level*, the Commission recommends that Federal funding be provided for the establishment of a network of Child Development Councils throughout the Nation. The location and operation of these Councils would vary, according to community needs. These Councils would act as the direct advocates for children and youth. They would have the responsibility and prerogative of insuring that complete diagnostic, treatment, and preventive services are made available to all children and youth in the neighborhoods which they serve. The spectrum of services to be obtained and insured for children and youth by the Child Development Councils are summarized below in recommendation II.

At all levels—neighborhood, local, state and national—participation and representation in the various advocacy bodies would include professionals, laymen and citizens. At the neighborhood level, consumers of services would be involved in the planning and operating of the Councils. It should be emphasized that these advocacy bodies are concerned with planning, facilitating and coordinating services and with insuring these services to children, youth and their families. *In no instance are these bodies responsible for providing services directly.* This function would be incompatible with their advocate roles. However, where necessary, Councils may set up services directly, but would operate these only until they could be run effectively by another agency.

Funds will come mainly from Federal and state sources. Local funds would be supplied according to state decision. In general, Federal grants would be provided in accordance with a state plan developed by the State Child Development Agency.

States which do not develop comprehensive plans and hence do not develop State Authorities and Councils would not receive Federal funds. Federal law should provide that direct local grants for local planning could be made in such instances.

Ultimately, it is hoped that Child Development Councils will be established to serve every child and youth in America. However, the Commission recognizes that these cannot be funded and established overnight. We recommend that the following steps be taken within the immediate future:

A. The creation of the President's Advisory Council on Children.
B. The establishment of a State Child Development Agency in each state to develop the state comprehensive plan for services (with option to consolidate under present regional planning areas). Federal funds would be provided to develop the state plan based on Federal guidelines.
C. The establishment of at least one local Child Development Authority in each state.
D. The establishment of approximately 100 Child Development Councils throughout the Nation, with at least one in each state.
E. The creation, by full Federal funding, of approximately 10 Evaluation Centers, with each being placed in a different type of community. These Evaluation Centers, whether independent of or related to the Child Development Councils, would study, test and evaluate the goals proposed for the Councils and would provide data for the establishment of future Councils and for improvement of already existing Councils.

II. Community Services and Programs of a Supportive, Preventive, and Remedial Nature

The Commission recommends the creation of a network of comprehensive, systematic services, programs and policies which will guarantee to every American, *from conception through age 24, the opportunity to develop to his maximum potential.* These should be linked to the Child Development Councils recommended above.

Among the components of highest priority are:

A. *Systematic and comprehensive health and mental health and supportive services:*
   (1) Family planning and birth control services, including genetic counseling.
   (2) Systematic prenatal care.
   (3) Comprehensive pediatric and supportive services for children under the age of three.
   (4) Physical and mental health services for children beyond age three, to be coordinated with the educational system.
   (5) Remedial mental health services which are dispensed according to the child's level of functioning rather than on the basis of diagnostic labels.
   (6) Increased development of community based facilities which will keep children as closely as possible within their normal, routine settings.
   (7) For those who must be institutionalized, highly personalized and individualized treatment, habilitation and rehabilitation services should be made available.

A broad range of remedial services are needed: information-referral services; comprehensive developmental and psycho-educational assessment; treatment for the child and his family when indicated; special education programs (including pre-school home training programs, regular and therapeutic nursery schools, regular and special classes within public schools, and special schools); rehabilitation programs and facilities; residential care; transitional services; relief services for families of severely ill children; intensive-care units in general hospitals; acute and intensive diagnostic treatment services on an inpatient basis; special therapeutic recreational or work programs; special foster homes and small group living arrangements; and Re-ED type schools to work with disturbed children.

To insure the foregoing, the Commission recommends that the Federal Government:

*** Enact a system of national health insurance, national health service, or some other system to guarantee equal access to services; and

*** Establish the facilities and services required to meet the physical and mental health needs of American children and their families.

B. *Employment, Assistance and Environmental Programs:*
Because of the many adverse effects which poverty has on child mental health and development, the Commission recommends:
   (1) *Guaranteed employment for all who are able and willing to work.* (The Commission is opposed, however, to any mandate which would require mothers of young children to go to work.) Special attention should be given to providing training and employment for persons with physical, mental, and social handicaps, especially youth.
   Legislation should be enacted which will provide all employed persons a *minimum wage level* and humane working conditions. We urge coordination of manpower and training programs; expansion of programs in the human service field; and creation of industry in underdeveloped and disadvantaged areas.

(2) The Commission recommends revision of all present income maintenance programs to insure a *guaranteed minimum income* for all Americans.

(a) *Public assistance* should be granted as a right, based on the sole criterion of need, and national minimum standards should be established for such assistance.

(b) *Unemployment compensation* should be made uniform in coverage and duration among the states by Federal law; benefits should be more realistic in terms of the worker's earnings and include provisions for dependents.

(c) *Social Security* should be increased and made consistent with current living costs. Congress should give attention to ultimately administering the AFDC program together with the OASDI.

(d) *Children's Allowances* should be established in law to provide an adequate universal system of providing greater assistance to our Nation's children.

(3) Because hunger and malnutrition have so many adverse effects on physical and psychological growth, the Commission believes it is imperative to eradicate such unnecessary hazards to the development of our Nation's children. Providing families with an adequate income is obviously the best solution; however, under present arrangements, we have addressed ourselves to *Federal Food Programs*. We recommend:

(a) That *Federal expenditures for food programs* be increased, that the distribution of food not be dependent upon local or state option, that the system be free of stigma, and based only on the criterion of need.

(b) That *food and nutrition programs for school children* be universally available, and that *nutritional supplements* be administered through Federal medical programs, especially for pregnant women and infants.

(c) That *consumer education* be made more effective through expansion of services, greater use of indigenous personnel, more effective techniques of nutrition education in schools, and increased expenditures for research in nutrition education programs.

(4) Because the physical and mental health of millions of our children are threatened by poor and/or segregated *housing*, the Commission recommends:

(a) Universal open housing laws.

(b) Elimination of the ghetto and the creation of wholesome communities which do not segregate by any criteria ,through sound housing, urban and community development programs.

(c) Converting the millions now spent in public monies for housing welfare recipients in slum dwellings into positive programs of home ownership and rehabilitation of dwellings.

(d) Giving priority to human needs in planning housing programs.

(e) Greater Federal expenditures to communities for self-help and community development programs.

C. *Social Services:*

Because of the deficiencies in our service system, the Commission recommends that Congress, or the President's Advisory Council on Children, establish a body which would undertake, directly or indirectly, the assessment of problems such as manpower; availability of services; new approaches to services and alternative strategies for attaining service goals; formulation of experimental approaches to delivering high quality child-centered services; as well as systems of data gathering.

We believe these functions would best be carried out by a permanent study group which is relatively small but substantially funded, combined with a series of temporary programs which the group would bring into being to focus on particular problems.

Turning to more immediate solutions to the deficiencies in our child services, we stress the need for coordination of welfare services and policies at all levels of government and between public programs and voluntary agencies. In addition, these services should be integrated with other components of the suggested comprehensive network of services and programs. We recommend that the services listed below be available to all American children and families as a social utility through coordinated service systems.

(1) *Programs for the pre-school child* including day care and pre-school programs.

(2) *Adoption and Foster Care,* (including institutional care) should be improved through:

(a) Strengthening existing service agencies and providing financial assistance for underdeveloped parts of the child welfare system.

(b) Expanding foster care and adoption services. Professionals should make every effort to identify early those children who cannot return to their families and be prepared to provide long-term familial or peer-group care. Substitute family programs should take kinship and friendship patterns into account and all payments to foster parents should be increased.

(c) Services for children born out of wedlock should be extended to a larger proportion of low-income mothers; be comprehensive in nature; provide long-term supports to encourage natural mothers to care for their children if they desire; and include early identification of children to be placed and assistance to mothers seeking placement.

(d) Mental health services need to be increased for all populations served by Child Welfare Agencies.

(e) Major needs in institutional care provided by social agencies are for small group residences and half-way houses. Because of the shortage of foster homes, the Commission recommends that there be further experimentation in the group care of infants and young children.

(3) Other social services which need to be extended to all communities are:

(a) Vocational rehabilitation services;

(b) Probation services which insure for the court care and treatment services where indicated;

(c) Legal services;

(d) Family, marital and pre-marital counseling;

(e) Homemaker services; and

(f) Protective services for children who are neglected or abused.

D. *Education:*

Because our society has delegated to its schools and colleges a major responsibility in preparing its young people to participate in society, we must be continually aware of the problems facing educators. As education becomes more and more a necessity in our technological society, we must view with alarm any deficiencies which prevent our young from acquiring the skills to become productive citizens. We recommend:

(1) The creation of high quality, universally available pre-school educational and day care programs which are continuous, year-round, and based on sound knowledge of child development. These programs should be integrated with comprehensive health, mental health, social, and recreational services. Such programs should reach the child in his home as well as outside his own habitat.

Parent and Child Centers as well as Project Head Start should be expanded in accordance with their original objectives. As noted above, these pre-school programs should include special schools and programs for the emotionally disturbed and mentally ill children.

(2) *Mental Health and the School Environment.* The school has a much greater responsibility for the mental health of children in the middle years of childhood than can be met by special services. To be effective, there must be continuity between the underlying principles of the total educational milieu and the focus of specialized services. In short, there should be a consistent mental health base for everything the child experiences in his school life. Achievement of this goal would lead to less proliferation of specialized services and be a step forward on the preventive level. For the school to be a mentally healthy environment, there must be a change in the concept of how this institution shall serve society through the children it educates. We recommend:

(a) Federal grants for programs undertaking responsibility for mental health goals as an integral part of the educative process and selection of schools for involvement in grants, or designation as models under the Education Professions Development Act, on the basis of such guidelines and criteria as the following:

- —educational goals focused on developmental processes of childhood;
- —instructional methods and technology which advance intellectual power and positive emotional growth;
- —learning activities which allow active and independent pursuit by the child, encompass and integrate thinking and feeling, and allow for direct expression of feelings;
- —organization of learning tasks to make maximum use of the peer group;
- —flexible and rational authority structure;
- —policies which allow the teacher to hold the pivotal position in the educative process,

(b) The Commission further recommends that the U.S. Office of Education establish contracts with diversified school systems in cooperation with university centers to develop pilot programs specializing in such areas as:

- —development of diversified curricula in the elementary school that are both responsive to the needs of impoverished children and oriented toward developmental sex differences;
- —construction of a plan for continuous evaluation of teaching innovations, including the effects and implications for the role of teacher and teacher-child relationships;

—development of a strategy for recruiting men teachers;

—development of patterns of flexible and differentiated use of instructional personnel;

—planning administratively for an "open school" design;

—development of the school as a broad gauge community center involving parents in the formulation of the school's long-range plans; and

—the development of in-service training programs for teachers with focus on child development knowledge, use of mental health consultation, and preparation for understanding and tolerating a wide range of behavior in the classroom.

(3) *Expanding Opportunities for Higher Education.* The educational system must prepare *all* youth more effectively for their occupational and citizenship roles. A comprehensive program needs to be established from the elementary to the post-secondary school levels to provide financial assistance, information, and counseling programs and enrichment courses to prepare children for work, participation in a democracy, further training, and the flexibility to assimilate new ideas. We recommend:

(a) that free public education be provided at least two years beyond high school;

(b) that public-supported junior colleges be expanded to train youth in both technological and human services employment fields; and

(c) that the Higher Education Act of 1965 be amended to provide funds to assist colleges and universities to develop programs in student development.

(4) *Special Education.* Although all states have recognized the right of each child to an education, this right has not been extended to all the severely retarded, seriously disturbed, and those with severe neurological impairments. In addition to the special classes and schools recommended above, the Commission urges expansion in teacher training for the handicapped and disturbed. We also recommend that the U.S. Office of Education, Bureau of the Handicapped:

(a) undertake a national survey to assess the quality and outcome of current programs and determine needed changes;

(b) establish demonstration districts to develop models of service; and

(c) collect and disseminate information related to a broad spectrum of educational services designed for the handicapped.

(5) *Crisis Conditions.* The disruption, disorder and violence in schools across the Nation calls for the development of new and appropriate strategies by the community and the school. To help meet these crises conditions, the Commission recommends:

(a) that the U.S. Office of Education establish three regional centers to provide assistance to schools upon request. These centers would have the responsibility to:

—train personnel and consultants for crises situations;

—develop institutes, conferences, and training programs for educational administrators to develop understanding which will prevent and manage disruption; and

—disseminate instructional materials to schools and communities so they can develop techniques to deal effectively with these crises.

(6) *School-Community Relations.* Federal funding should be provided for model programs to demonstrate the effect of school-initiated projects in bringing about closer school-community relations.

(7) *The Education of Minority Group Children.* Special attention should be given to the development of a curriculum relevant to the group's culture, language and projected employment opportunities in minority communities. All school systems should include more about cultural diversity with the goal of promoting understanding and eradicating prejudice. The Commission also recommends:

—That schools for minority group children should be reviewed and revitalized. Consideration should be given to the physical setting, age of entry into school, length of the school day, study space for children after school, etc.

—Boarding schools for Indian children should be eliminated and quality education in local schools substituted as soon as possible. Existing boarding schools should be upgraded to meet the psychological requirements of students.

—Ways should be found to increase motivation for achievement, such as career-mobiles, travel grants, domestic cultural exchange programs, experimentation with material rewards, etc.

—Incentives, such as increased pay, Civil Service and tenure systems, and flexible administrative practices, should be instituted to attract well-qualified teachers to teach in schools serving oppressed minority groups.

E. *Work, Leisure, and Preparation for Adult Roles.*

With the changing times, we have provided our children and youth less opportunities to interact with adults, younger children, and those from different social and cultural backgrounds. Similarly, they have fewer opportunities to learn adult roles or to be meaningfully involved in institutions which affect their lives. Many new programs need to be created to provide citizenship training as well as opportunities for personal development, vocational readiness, job training, and academic improvement. We recommend increased Federal support for:

(1) *Leisure activities*, such as year-round camping programs, teen centers, well-equipped and supervised playgrounds, and community and neighborhood recreational programs. Youth should be involved in the planning and operating of these activities. Older youth should be utilized to work with younger children.

(2) *Participatory Activities* should involve young people in helping others, reaching into their communities, reforming their schools, and serving in a variety of ways. We recommend:

(a) involving children, from very young ages, in learning about and participating in adult roles, such as decision making according to democratic principles.

(b) involving adolescents and youth in social problems such as projects to eradicate slums, programs for disadvantaged and handicapped youngsters, projects to achieve racial harmony, etc.

(c) involving youth in specific teaching projects, such as tutoring young children, emotionally disturbed children, youngsters with learning problems, etc.

(3) *Vocational Readiness Programs* should begin in the elementary school to familiarize the child with the concept of work and help him develop rational habits of thought. At the high school level, occupational preparation should be realistic. Those outside college preparatory course work should acquire a saleable skill suited to their individual needs and interests. We recommend:

(a) increasing the scope and variety of combined work-school programs;

(b) increased vocational counseling from junior high on;

(c) staggering high school graduation over the year to facilitate the absorption of youth into the labor force;

(d) publically supported post-secondary education courses for youth interested in vocational education; and

(e) increased training programs which teach youth how to look for a job, pass tests, etc.

(4) *Vocational Education* should be based on the ability to succeed in a field of work rather than on academic grades, as stated in the 1963 Vocational Education Act. In addition, we recommend:

(a) that the "general" curriculum should be eliminated and vocational courses integrated with basic skills and academic courses. Attention should be given to devising ways to raise the prestige of the vocational education curriculum;

(b) that regulations be revised so students would not have to choose vocational curriculum in the 9th grade and be unable to change curriculum thereafter;

(c) that Federal action should be taken to end the segregation in vocational educational facilities; and

(d) that exchange programs should be initiated which would bring adult workers into the schools and youth to their places of work. Emphasis should be on the need to devise summer work programs for youth.

(5) *Youth Work-Training Programs* should be expanded and include built-in opportunities for advancement. The Federal Government should aid communities to develop their own manpower system; provide incentives to industry to establish work-training programs and incentives to unions to expand apprenticeship programs and drop present exclusionary policies which bar youth from obtaining bonding. Further, police records should be based on convictions, not arrests, and potential employers should be barred from viewing juvenile arrest records.

(6) *Vocational Readiness for the Handicapped, Retarded, Delinquent, and Severely Disturbed* is provided for in legislation (Vocational Education Act of 1963) supporting programs in residential schools. We urge that Congress appropriate funds for such programs, which it has failed to do, to date. We also recommend that the Federal Government provide incentives for developing programs that will involve community employers in all facilities which serve the various types of handicapped youth. We urge professionals involved in the care and rehabilitation of these children to become more employment oriented and include

this in their treatment programs. After-care services should be part of the spectrum of services and include supportive counseling after job-placement.

(7) *Youth Employment* shows a definite relationship to feelings of competence and self worth; conversely, the lack of employment is associated with feelings of rejection, inadequacy, hopelessness, and dependency. Areas of widespread youth unemployment are usually areas of high delinquency rates and poverty. We recommend:

(a) Federal funding for expanded training and employment opportunities for youth, particularly in the human services; and

(b) Amendment of the Fair Labor Standards Act to establish a minimum wage rate for teenagers and covered employment at 75 percent of the standard minimum wage for adult workers.

III. Research

The Commission recommends increased support for research.

The broad scope of the Commission's recommendations reflects the complex state of being which we call mental health and illness. Although we know a great deal about mental health, emotional disorders, and mental illness, much remains elusive and ill-defined. If we are to continue to make strides in helping our children and youth, we must continue to add to our knowledge of human development.

A. The Commission strongly believes that the following principles should guide research programs:

(1) A high priority must be given to the establishment and preservation of a national research climate which optimizes the productivity and opportunities of the individual researcher.

(2) Behavioral research is essential to a technological society if we are to narrow the gap between the well-being of the individual and of the society. Both basic and applied research are necessary.

(3) Short-range, applied research projects should be planned on the basis of their potential for productivity at a given time in the Nation's history.

(4) Carefully designed applied research projects need to be increased to evaluate and assess action programs.

(5) The role of the universities in carrying out basic research must be preserved. Universities may wish to contribute to applied research; however, funding and other restrictions should not undermine the independence of research workers.

(6) Multi-disciplinary collaboration between researchers in both basic and applied fields should be supported.

(7) There is a drastic need for longitudinal studies of human development that cover the entire life span and include the study of both biological and social variables; for multi-variate research; and for more epidemological studies.

(8) We recommend that NIMH sponsor, in connection with its Clearinghouse activities, studies which would develop techniques for evaluating material which should be quickly retrieved and more rapidly disseminated to the relevant professions.

(9) Further efforts are needed to increase the training of research manpower.

(10) There is a need for an emphasis upon the area of methodology in research on child development and mental health.

B. The Commission makes a number of recommendations for research into specific areas of child development and mental health. *We further recommend that 10 child mental health research centers be established under the auspices of NIMH or NICHD to study issues related to childhood mental health.* These centers should be concerned with such problems as:

(1) The development of a hierarchy of new careers and the restructuring tionally disturbed children.

(2) The longitudinal study of the natural history of emotional disturbance in children from the point of earliest identification through the adult years.

(3) The study of early childhood autism, childhood schizophrenia, and similar severe disturbances from both a biological and behavioral point of view.

(4) The study of the effects of various forms of therapeutic intervention on the course and life of the child, including the effects of institutionalization and prolonged drug use.

(5) The comparative study of the effectiveness of various kinds of intervention procedures.

(6) The development of assessment procedures to facilitate the types of studies noted in (4) and (5) above.

C. The Commission also recommends support for research into the several topics included in our recommendations, such as education, work, manpower, assessment of Child Development Councils, and so on.

IV. Manpower and Training

The Commission recommends that high priority be given to devising new approaches to constructively and realistically meet the present problems in the mental health manpower field.

Currently, there is an acute shortage in manpower in the core professions concerned with child mental health and related services. The increased demand for services in recent years has not been matched by the increases in manpower. Further, available personnel is poorly distributed and tends to serve only a small and usually more affluent segment of urban populations.

Clearly, we must seek new solutions to meet the need for both preventive and therapeutic services. However, we cannot expect mental health professionals to assume total responsibility for the mental health of our children and youth. All of us—as parents, legislators, teachers, urban planners, professionals, etc.—are ultimately involved in the development of our young. Those who are expert in the mental health and related fields must extend their areas of influence. They must reach out to all of us and advise us as to the ways in which each of us may enhance the development and mental health of our children. They must provide mental health training throughout the community so that all those who come into contact with children, or are sought to advise on their behavior, can establish a series of "helping relationships" in which one person can aid others in developing their talents and capabilities.

But those in the mental health professions must do more than advise and train. They must also listen. They must be sensitive to the times and determine the needs and expectations of the various communities they serve. They must look at the shortcomings within their own professions and devise ways of evoking in their members a genuine sense of the responsibility which underlies their public trust. And they must support new solutions to the problems of manpower.

A. *Federal Programs:*

To help meet the need, the Commission recommends that the Federal Government:

(1) Develop an effective Federal manpower policy which will grapple with the priority problems of the various professions.

(2) Expand training facilities and personnel.

(3) Subsidize students for both professional and paraprofessional training. Special efforts should be made to recruit persons from lower-socio-economic strata and ethnic minorities.

(4) Allot a minimum of 50 percent of training funds of the NIMH to the education of psychiatrists, psychologists, social workers, psychiatric nurses, teachers, counselors, and other mental health specialists for work with children and youth.

(5) Provide tax-incentives to facilitate a more equitable geographic distribution of scarce manpower.

(6) Establish some form of National Service which would allow young people of 18 and over to participate in service programs. We recommend that a number of National Service pilot programs be established in different regions of the country to determine the amount and type of participation desired by youth and young adults.

B. *Specific Professions:*

The Commission hopes that the Federal Government will provide technical and financial assistance in providing manpower and training in such specific areas as: medical personnel for services to the mother and young child; personnel for services to adolescents; family specialists; foster care; child care workers for institutionalized children (at various levels of professional training); clinical personnel; various types of personnel for Re-ED type schools; and paraprofessionals to serve in health, education, and welfare services.

C. *Paraprofessionals:*

The Commission has made a number of recommendations which are specific to all of the above professions; however, the most important area, for the purpose of increasing our manpower supply, is that of paraprofessional training and utilization. Concerning paraprofessionals, the Commission recommends:

(1) The development of a heirarchy of new careers and the restructuring of old ones. These careers should range from trainee positions to fully-trained ones. The concept of progressive development of the individual must be a central component of any such plan. A "career ladder" concept must allow the individual to move both vertically and horizontally within public programs; that is, an employee should be able to move

upward to increasingly responsible work levels and increasingly high rates of pay, and also must be able to move from one field of work to another. Wages must be adequate to attract interested personnel.

(2) Generic education and training in the field of health, education and welfare should be available to provide a base for occupational movement in the various sectors of human services.

(3) Recruitment and employment should be based on the interests of the potential employee and the work to be done.

(4) It is essential that there be well supervised but flexible in-service training and that the educational and job programs be coordinated. Trainees must be paid for the time spent in in-service education and training.

D. *Manpower for Child Development Councils:*

As Councils move from the initial pilot stage to full-scale operation across the Nation, the proposed goals will require an immense increase in manpower. In fact, this problem is so important that it constitutes a major argument for a Federal advocate agency which would be given the specific challenge to recruit workers for staffing both the Councils and the service institutions with which the Councils collaborate. Expert sources indicate that several categories of personnel are needed:

(1) People from existing professional groups and especially from the newer technician levels being developed in pediatrics, psychology, etc.

(2) A new professional group trained in child development at a number of levels (B.A., M.A., Ph.D., Ed.D., etc.), to serve as administrators of the Councils; educationally oriented child-care specialists to supervise day-care and pre-school facilities; and child-parent counselors to visit homes and train and supervise paraprofessional workers in home visiting.

(3) A new paraprofessional group of child-care workers, aides, "upbringers," etc., approximately at the level of the high school graduate who could, if they desire, move into professional roles.

(4) Adolescents for both service and training to work with children in various programs.

(5) Volunteers, paid and otherwise, who are employed full or part time. These could be drawn from several groups; e.g., parents, "foster grandparents," college men and women, retired teachers, "indigenous workers," church groups, and rehabilitated persons who are purposefully seeking a centering point for their lives.

II

CONTEMPORARY AMERICAN SOCIETY: ITS IMPACT ON THE MENTAL HEALTH OF CHILDREN AND YOUTH

Our society has seen its men walk on the moon. It has yet to see its children walk with equal pride upon its land. In spite of our great wealth, millions of our children are deprived of adequate nutrition, physical care, and wholesome homes and environments. Many fail to receive the intellectual stimulation, emotional guidance, and opportunities for creative and safe play which they need for healthy development. For some, the consequent damage is irreversible.

All of our children face the many pressures of our changing, impersonal and highly technological society. Massive institutions threaten the individual's sense of unique significance. The divisive factors of racism and social class create a growing sense of polarization and separatism. Despair, apathy, and violence are becoming characteristic of the American scene. These problems are felt most acutely in the idealistic stage of adolescence. Today's adolescents face increasing achievement pressures for educational accomplishments; the imperatives and difficulties of "getting into college" and getting a job; the shifts in sex behavior and values; and the stresses of the draft.

Today's mental health crisis is reflected in the high rates of delinquency, non-learning, and mental illness. Our inadequate statistics show that 10 to 12 percent of our children and youth have psychological problems. Unknown numbers are falling far short of their developmental potential. In addition, there are the all too common problems of teen-age illegitimacy, venereal disease, drug use, youth unemployment, and widespread alienation from society.

Predictions indicate that this tragic state of affairs is likely to grow worse, given the expected increase in our youth population and in the complexities and pressures of our expanding technological society. At our present pace, we cannot hope to provide for future needs. The existing services for children and youth are inadequate even for today's needs. Mental health services exist for only about seven percent of the identified population in need, and these are dispensed mostly to the more affluent. One fourth of our children and youth receive few, if any services. Prevention—the key to developing mentally healthy and productive citizens through attention to the needs of the very young—is not yet even in sight.

Most definitions of mental health include the following elements: the capacity for control over one's own human impulses, coupled with the ability to assess realities with considerable accuracy and to act appropriately on this assessment; the ability to form satisfying human relationships; and the ability to learn, and to use what one has learned in useful work and self-renewing play.

These abilities and capacities are largely acquired. Development proceeds throughout life, but its foundations are laid in the child's first few years. Many of our children's life-time chances for development are seriously undermined in the earliest days and years of life. To insure the development of maximum positive mental health for each child, we must provide a wide range of coordinated services: medical, economic, educational, and social.

Given a sufficiently strong commitment, we can meet these needs. Many industrialized nations much less wealthy than our own have moved far ahead of the United States in providing a network of developmental and protective services for their young people. We have fallen seriously behind in creating the coordinated, preventive, public programs in health, education, and welfare found in many other countries.

Our programs in education, health, manpower training, and employment show promise. However, they have been poorly coordinated one with another, meager in kind, and sometimes short-lived. Often, they have failed to reach those most in need. Too frequently they have been directed to special and separate problems rather than to the whole child and his family.

To promote the mental health of children and youth, we must also promote the overall well-being of their families and communities. Thus, action for the mental health of children and youth must incorporate many programs which start at National levels and move out to states, communities, and neighborhoods. These needs led to the Commission's recommendation for an advocacy system. We have the technological and financial resources to make this goal a reality. The basic human resource of our land—our children—must have our highest national priority.

III

CONTEMPORARY AMERICAN SOCIETY: ITS IMPACT ON FAMILY LIFE

Stable, well-organized families are of crucial importance to the mental health of children and youth. Ideally, the family provides much-needed warm acceptance and long-lasting personal supports to both parents and children. This is vastly important in an age when the family's major function lies in the emotional and psychological realm. The supports are needed so that family members can cope effectively with the harsh requirements of our technological, complex society.

Family life in this country shows signs of strain. Thirteen percent of our children are being reared in one-parent families. A large number are being raised in families where step-parents are present, largely because of earlier divorces and remarriages. One fourth of our young people marry before the age of 20—a fact that greatly increases the risk of later breakdown.

All our families face the stresses of our modern automated and depersonalized society. One-fourth of all families still live in, or near, poverty, with incomes of less than $5,000 a year. About one-fifth of the Nation's families move each year. Mobility is particularly high among very young, non-white and low-income families. There are few services to aid our highly mobile, isolated and fragmented families in times of crises.

Matters threaten to become more acute with the "population explosion" that seems sure to occur as our large youth population reaches marriage age. Birth rates, at present, are high for poorly educated, low-income families, despite the fact that such families, like others, aspire to having no more than two or three children. Shifts in family structure and in the functions of mothers, along with high costs of living, are factors which contribute to the increasing number of women who enter the labor force. Although maternal employment apparently does not adversely affect the child's physical and mental health if good substitute care is available, there is presently a severe and critical shortage of high quality day care available for children of working mothers.

The specialized services that have been developed in many communities are a potential aid to families. However, these services have become so overly specialized, frequently so expensive, so poorly coordinated, and so centered on individuals rather than families, that very few parents have the resources needed to mobilize these services for the well-being of each family member or for the family as a unit. There are enormous gaps, especially in day care, relevant education, and physical and mental health facilities.

These service gaps must be filled. It is far wiser and more economical to protect and promote the well-being of families in general than to focus only on families in which a member or members have serious emotional problems. Specialized, but splintered, services must be coordinated. The physical, social, and economic structures of communities must be better adapted to the mental health of individuals and families. The planning and administration of these services and programs should be directed toward the strengthening of the family so that it can adapt

to today's society, and carry out its important functions. Since the family is a dynamic system, interacting with agencies and individuals, programs and services should be family-focused and should include parents as partners in administering and carrying out programs. The Child Advocate system, the Child Development Authorities, and the local Child Councils recommended by the Commission should afford the needed mechanisms for the development and coordination of these needed family-focused programs and services.

IV

POVERTY AND MENTAL HEALTH

There are many indications that poverty adversely affects physical and mental health. The following are facts that threaten nearly one fourth of our Nation's children and youth:

- —Studies suggest a close correlation between prematurity and low socioeconomic status and between low birth weight and high rates of infant mortality, and such serious handicaps as brain damage, mental retardation, blindness and other disabilities. Data show that a large proportion of poor mothers, particularly non-white mothers, receive no prenatal care and inadequate obstetrical care at delivery.
- —Of the estimated 3 percent of children who are mentally retarded, 75 percent show no obvious brain damage and have few physical handicaps. Typically, these seemingly non-organic cases come from census tracts where the median income is $3,000 a year or less.
- —Analysis of Head Start children showed that at least 10 percent were judged to be crippled in their emotional development by the age of four years. In some cities, this figure is estimated at 20 to 25 percent.
- —One study found that 70 percent of several thousand first graders in a typical Negro district in Chicago were mildly to severely maladapted to the psychological requirements of the first grade. Compared to a well-adjusted white group, these youngsters ran a 9 to 1 risk of developing psychiatric symptoms by the end of the school year. In the same district, some 10 percent of the youngsters between 7 and 17 years of age came to the attention of authorities each year because of delinquent behavior.
- —The early results of a current study of mental and emotional disorders among children in Manhattan show that rates are much higher for poor children and for children who are members of oppressed minority groups.
- —Disadvantaged children show high rates of cumulative educational retardation; e.g., it is estimated that 85 percent of the eighth grade students in Harlem are "functional illiterates." Typically, these youngsters know only dilapidated, understaffed and ill-equipped schools.
- —There is a consistent correlation between poverty and the number of school dropouts. Of the million youths who will drop out this year, about 65 percent will come from families with incomes of less than $5,000 a year; about 85 percent from families with incomes of less than $7,500. Dropout rates for certain minority groups run as high as 60 to 70 percent.
- —Unemployment is a serious problem for youths between the ages of 16 and 19. In 1967, the rate for white youths was double the overall National average; the rate for non-white youths was seven times higher.

Data indicate that the very poor from disorganized communities tend to lack opportunities for a smooth and relatively progressive development. Such environments seem to produce in children attitudes of mistrust rather than trust, doubt and a sense of powerlessness rather than autonomy, indecisiveness instead of initiative, a sense of failure rather than mastery, isolation instead of intimacy, and despair rather than ego integrity.

Studies show that it is important to distinguish between the poor who have retained the social and psychological characteristics of well functioning societies and the poor whose family and group structure has been highly unstable for generations. While it is difficult to work with disorganized groups, data indicate that these people may be motivated to respond to programs on the basis of at least two commonly felt needs. One such need is health care; the other is programs that promise help for their children. Research findings indicate that the disorganized poor are in need of both such programs far more than any other group.

Data further show that eight major factors are associated with poverty: little education, the poverty environment, chronic unemployment, low income, poor physical and mental health, large families, broken families, and life styles which are a product of impoverishment. These factors interact in ways that keep poor families entrapped in an intergenerational cycle of poverty.

Clearly, poverty cannot be reduced or prevented unless there is a coordinated, simultaneous attack on removing or reducing these factors and their effects. To effectively solve the problems of poverty, we must systematically reorder our impersonal and inadequate social and economic systems so that they will meet human needs. Citizens and professionals must work together so we can use the available knowledge to develop new approaches to solving the problems of poverty which threaten the physical and mental well-being of every community member. We must act now on these data.

V

CHILDREN OF MINORITY GROUPS: A SPECIAL MENTAL HEALTH RISK

The mental health problems of minority group children are so severe that they warrant immediate and drastic attention. Poverty and racism combine to threaten the nutritional, physical, and psychological health of large proportions of oppressed minority group children. Indeed, poverty and racism have created a divisiveness which threatens our future and weakens our society and its citizens. Racism is believed by some to be our Nation's "number one public health problem."

There is, however, a new hope because there is a new spirit among the peoples of oppressed minorities. Each group is seeking—and sometimes even demanding—a recognition and acceptance of its unique cultural identity and the right to equal opportunities. This direction is one conducive to positive mental health and should be fostered and valued by the majority culture, rather than viewed as a threat.

The response to date by the mainstream culture has not been amelioration of grievances but punitive action. There have been few basic social or economic changes directed toward altering the value system of our society.

One of the realities of present-day America is that increasingly large segments of the minority population will be obliged to live in segregated communities, at least over the next couple of decades. In general, without massive intervention, this fact means that the majority of minority children born between now and the end of the century will be growing up in mentally unhealthy atmospheres rampant with substandard housing, inferior education, and poor health care. They will continue to suffer the damaging effects of discrimination.

This country must outgrow its legacy of racism. There must be massive outpourings of resources, both financial and human, if the problems are to be resolved. A minority child must grow up seeing himself and his life as having positive value. The white child must grow up learning to judge a fellow human being by what he is, rather than by the color of his skin, and be equipped to live as a member of a multi-racial world. These achievements will allow them both to grow up less handicapped by the effects of guilt, fear, anger, and anxiety.

The mutual distrust so prevalent in this country is leading to the polarization of Americans. The growth and viability of our society are dependent on everyone achieving a full measure of growth and development. This is true no less of the majority whites than the minority group member. While the financial cost of eradicating racism in all walks of National life will obviously be immense, the result of making it possible for millions of wasted human beings to contribute to our National productivity and creativity, the development of millions of new consumers for our National product, the improvement of our commercial relations with other nations, the cut in the present enormous costs of inadequate welfare programs, would seem to make it a relatively sound investment. The society can truly find new strength and integrity by an acceptance of all diversity.

VI

EMOTIONALLY DISTURBED AND MENTALLY ILL CHILDREN AND YOUTH

At least 10 million of our young people under 25 are thought to suffer from mental and emotional disorders. It is estimated that .6 percent are psychotic and that another two to three percent are severely disturbed. An additional eight to ten percent are in need of some kind of help from knowledgeable persons.

These children and young people are crippled in their ability to learn, to relate to others, to see the real world as it is, or to adequately handle their impulses of anger, fear, and sex interest. They do not feel that they are a vital and effectual part of society. The future seems to promise only more such human tragedies.

At present, there is no community in the United States which has all the facilities for the care, education, guidance, and treatment of mentally ill and emotionally disturbed children. The few services which are available are poorly coordinated and do not serve all those in need. Many ill and disturbed children are poorly diagnosed and are institutionalized as being retarded or delinquent. Thousands are losing all possibility for partial or full recovery. They are forgotten and left to deteriorate slowly on the back wards of mental hospitals.

Research indicates that most children and adolescents with minor emotional and learning disturbances recover fully if they are given competent understanding guidance and help. Most of the more seriously handicapped are found to improve with appropriate treatment. Only a few show no improvement, despite the best professional efforts; these, however, need sheltered living environments based on the concepts of health rather than illness.

Appropriate care for these children and young people requires the creation of a network of coordinated diagnostic, treatment, and care facilities and services, which is based on sound child development knowledge, rather than oriented toward adult needs as are present services. Services must be continuous and fitted to the child's individual needs.

We must begin to apply the knowledge we have toward active and vigorous programs of prevention. Services must be designed to reach parents at a very early stage—before conception if possible. Genetic assessment and counseling and high quality prenatal and obstetrical care are approaches which promise to reduce the number of biologically impaired children whose handicaps are so often coupled with emotional and learning problems. Continuous and comprehensive services to the child and his family would lead to a reduction in almost every known form of childhood disorder.

Specialized services for children with emotional and mental disorders need to be planned and administered as part of a larger community program which is directed toward meeting the health, educational, recreational, housing, employment, social and economic needs of all its citizens. Continual improvement of such a program should be assured through careful evaluation and research.

VII

SOCIAL-PSYCHOLOGICAL ASPECTS OF NORMAL GROWTH AND DEVELOPMENT: INFANTS AND YOUNG CHILDREN

Healthy human development is related to many interwoven factors—biological, social, emotional and intellectual—and is largely shaped by the events that occur from the time of conception until the age of two. It is in these early years that the foundation is laid—often irreversibly—for the individual's total well-being. This is also the time during which the child is most flexible and responds most quickly and easily to any needed remedial services.

Research shows that a child's development is greatly affected by the physical and mental health of his parents—especially his mother's nutritional and emotional state in the nine months or so preceding his birth. The child's development is also influenced by the spacing and number of children in the family into which he is born, by his family's social and economic condition, and by the care—or lack of care—he receives.

High quality prenatal, natal, and postnatal care are imperative to healthy development. This care includes proper attention to the child's needs for love and affection, first-rate physical care, good food and housing, and a wealth of learning experiences. The quality of parental, or substitute parental care, is of fundamental importance. Ideally, it is the mother upon whom the infant can depend and trust to be sensitive and responsive to his needs.

Every society has a responsibility and vested interest in the development of its infants. Studies show that our Nation has not sufficiently met its obligation nor been sufficiently concerned with its human resources. Our infant mortality rate is among the highest of all western industrialized nations and thousands of our infants are born each year with serious birth defects. The majority of these tragedies occur among low income mothers who come to childbearing with a long history of poor nutrition and health and often fail to receive adequate prenatal care or obstetrical care at delivery. Poverty prevents them from providing their surviving infants with adequate nutrition, housing, and care. As a consequence, many impoverished children die between the first month and first year of life or else suffer developmental damage.

However, our services for infants and young children and their families are insufficient for the needs of our total population. Among the most deficient are mental health services. Emotional, mental, and behavioral disorders among infants and young children usually go unchecked until the child enters formal schooling. By this late age, effective remediation is often difficult, if not impossible.

Day care and regular and special pre-school educational services are also highly inadequate. These lacks are reaching acute proportions as more and more mothers at all socioeconomic levels enter the labor force. Many of these mothers must work and cannot find adequate substitute care for their children. Consequently their youngsters do not receive the continuous affectionate care and the intellectual stimulation which they need for healthy development.

The normal healthy growth of children is dependent upon healthy families and a healthy society. Their capacity for growth from helpless dependence towards ever-increasing skill, competence, self-direction, and ability to relate to others requires constant attention and help from parents and trained persons as well as a concerned society and its agencies.

VIII

SOCIAL-PSYCHOLOGICAL ASPECTS OF NORMAL GROWTH AND DEVELOPMENT: ADOLESCENTS AND YOUTH

Adolescence is not only a time of rapid physical maturation, but also a social and psychological opportunity for significant growth into mature individuality. Research indicates that a comparatively smooth adolescence is tied to early and continuous friendly relations and open communication with parents, a sense of positive self-esteem that has developed over the years, and the use of democratic, rather than authoritarian, child-rearing practices.

A relatively calm adolescence is more frequently found among middle to upper class youngsters. On the other hand, many youngsters from poverty backgrounds have quite a different adolescent experience because they are handicapped by a complex of past and present adverse conditions and by their meager hope for a markedly better future.

Each adolescent brings to this stage his entire life history and his own unique biological traits. He does not become a different individual simply because he becomes an adolescent, although he may express himself in somewhat different ways at this period as he progresses toward full adulthood.

Adolescence is also a different process for boys than for girls. For boys, there are great pressures for achievement in sports and the larger world of occupations and advanced education. For girls, emphasis is placed on becoming a lovable and marriageable young woman.

Adolescence in our culture seems to be divided into two merging stages. In early adolescence, the primary concern is with winning independence from deep family involvments. At a later stage, the average adolescent is more concerned with two major issues. One revolves around finding one's place in the wider world and the other around developing a capacity for intimacy, including psycho-physical intimacy with the opposite sex. Thus, occupational and marital choice are both crucial issues to the older adolescent. The choices, however, are related not only to individual development but to what is actually available to the young person in the society in which he lives. For the advantaged youth, the central problem will be the difficult, but luxurious, question of choosing between many available opportunities. For the disadvantaged young person, there may be only two choices: to accept social rejection and educational or occupational failure in a pattern of fatalism and passivity or to lash out violently against the society which condemns him to inferiority, deprivation, and humiliation.

Adolescence is made more difficult in our society because the adolescent is physically mature long before society is ready to give him adult roles. He is intellectually adept long before he has had enough education and training to prepare himself for adult roles. He is idealistically motivated before he is able, through growth and experience, to evolve the principles on which he can realistically and flexibly build his adult life. He is ready for significant participation in society while adults are still demanding that he be a passive, dependent onlooker of a scene which affects him deeply and which is changing too profoundly and rapidly for his adult mentors to understand and manage. These sets of conflicts within and between the generations frequently create an explosive situation.

While it is extremely important that adults support the growth of adolescents and youth and provide them the services essential to their development, it is just as crucial that adults share power and position with young people. Unless adolescents and youth are allowed to actively participate in the building of a better society, we will witness, in all likelihood, an increase in the current trends of youthful protest and violence and/or, conversely, a "tuning out" or turning away from a society which has become too rigid, too selfish, and too sterile to meet the young person's needs.

IX

EDUCATION AND THE MENTAL HEALTH OF CHILDREN AND YOUTH

The schools possess an enormous potential for affecting the mental health of our children and youth. They can be an effective agent in the prevention of emotional and mental disorders and the promotion of healthy growth and development through effective education and meaningful curriculum and through remedial services provided in cooperation with other community agencies.

The school, like all our social institutions, is showing alarming signs of strain. Everyone, or almost everyone, criticizes the schools at the same time they expect them to accomplish almost miraculous feats. Upheavals in the schools are fundamentally related to social stresses in our society.

These stresses include such factors as: the enormous growth in our child and youth population; the rising demands that schools successfully educate all youngsters at higher and higher levels of competence; the problems of the inner city engendered by poverty, racism, massive population shifts, the loss of an adequate tax base; the shortage of highly qualified teachers; the critical link between educational achievement and occupational success; current shifts and confusion about values; the disorganization and separatism of many parts of our larger society; and deficits in needed human services of all kinds.

In general, schools need to open up their doors to the community—just as the community should open its doors to the schools. Children and youth stand to gain from such a process. Their education should be deeply and immediately related to life and include opportunities to learn about the realities of living in today's society. School is meant to prepare youngsters to fulfill their potentials so they can become effective adults. Such preparation is bound to be distorted and inadequate if it is conducted in a closed social system. Opening up the school to the larger society also means opening up the curriculum to the issues of living in today's world. It requires changes in the expectancies and attitudes we have towards teachers and other school personnel to accord them the rights and freedom we give other professional adults. It calls for greater flexibility and experimentation in school practices and for expanding work opportunities for men in the field of education.

Democratic procedures are closely associated with the mental health of the schools and of those persons associated with them. The total environment of the school deeply affects the child's mental health in all its aspects: physical, social, emotional, and intellectual.

Our school system must devote specific attention to children with particular problems, including those related to emotional and mental disorders. To the maximum extent possible, these children should be kept in the mainstream of the school life, not shunted off to special schools or classes. To help meet the problem, greater support should be given to providing teachers and parents consultation from mental health specialists.

X

EMPLOYMENT: PROBLEMS AND ISSUES RELATED TO THE MENTAL HEALTH OF CHILDREN AND YOUTH

Work satisfaction, security and success play important roles in the mental health of our children and youth. Work continues to be a central part in a man's—and increasingly a woman's—sense of personal identity, significance, and status. To most Americans, it is the major source of individual and family income, a particularly critical matter in our consumer-oriented society, and thus a critical factor to the individual's mental health.

Careful planning is needed if we are to solve the problems of work satisfaction in a technological society and of employment for each individual to earn a living for himself and his family. Our youth employment rate is the highest of any industrialized nation even though our young people stay in school longer than youth in these other countries. A large proportion of our young people are underemployed in low paying, non-rewarding jobs that offer little future. Working class youth find little personal satisfaction in their generally routine jobs in large organizations: work is merely a means to an end—economic security. Many of our youth, however, do not view economic security as a primary goal. Almost half of our college-trained youth are dissatisfied with the junior executive jobs in business and industry which they find open to them. They are seeking employment that is personally satisfying, and directed toward social goals.

Work, like play and education, should be an integral part of the child's life, increasing in range and complexity as he grows older. Work experience should be tied to the child's developmental level and special interests and abilities. We need to experiment with new, flexible ways to find a means of involving children and youth in the work of the schools, neighborhoods, and ever-widening communities, and, at the same time, protect them from exploitation. This approach would be a radical one in this country, but has much to recommend it from a mental health viewpoint. One mechanism for such an approach can be found through the Child Development Councils and child advocate systems recommended in this report.

Many of our attitudes toward work are outmoded. We must come to accept the fact that some people, through no fault of their own, cannot earn a "living wage" through employment and that they have a right nevertheless to dignity, respect, and adequate public assistance. However, many unemployed and underemployed persons possess the capacities to become productive members of society. We need only to capitalize on their potential. In all fields of human service—medical, social, educational, recreational—we are woefully short of services and personnel. Greatly expanded services are needed, and there are many people who need the jobs that such expanded services would offer.

XI

RESEARCH

We urgently need to establish and preserve a national research climate which optimizes the productivity and opportunities of individual researchers. Both basic and applied research are needed in the social, behavioral, and biological sciences if we are to effectively promote the healthy development of children and adolescents, prevent problems of emotional and mental dysfunction, and adequately treat those who are suffering from related disorders.

There must be a constant interweaving between action programs and research so that observations and clues from the action field can be referred to research fields for theory building and testing and findings from research can be fed back into action and training programs.

In these research programs we need a multi-disciplinary team approach directed towards specific problems. It is also recommended that multi-variate research be developed and addressed to the multiple criteria of positive mental health; that longitudinal research projects be undertaken with sufficiently large samples to permit adequate study of children from various kinds of backgrounds; and that applied research programs be designed to study the effectiveness, impact, and possible side effects of various forms of program strategies.

Among the various areas that particularly require further study are the following:

1. The prevalence in the population of moderate to severe emotional and mental disorders and the factors within the individual and the community which are associated with varying levels of behavioral dysfunction.

2. The origins and development of schizophrenia (including autism), learning disorders, and "failure to thrive."

3. The development of various levels of behavioral functioning over time. In these studies, particular emphasis might well be given to the neglected age periods of one to three years of age and 21 through age 55.

4. Basic research in such fields as genetics, neurophysiology, neuropsychology, processes of child development, and similarities and differences between cultural groups is essential if applied research is to flourish. Program research should include many more carefully designed studies, especially on the relative impact and effect of various forms of therapeutic endeavors on the individual and his family, and on the various approaches to most of the services and programs recommended in this report. Such research should include long-term evaluation components and should encourage a number of planned experimental projects accompanied by sophisticated evaluation components.

5. The results of research findings should be analyzed and made available for the development of policies and legislation as well as for the improvement of programs and training.

6. Research manpower in these fields is extremely scarce and we need a far

larger investment in manpower training for research and for the support of researchers in basic and applied fields related to mental health.

7. Large-scale research and development centers are needed to test out a variety of approaches to the prevention and treatment of behavioral dysfunctions and emotional and mental disorders in children and youth. These centers should be linked to each other so that experimental approaches can be tested and replicated in different parts of the country under a variety of conditions with a variety of staff personnel and treatment populations. Such an approach is essential so that we can arrive at more generalized knowledge in these important fields.

XII

HUMAN RESOURCES FOR HUMAN SERVICES

For a decade or more, experts in the mental health manpower field have recognized that, under the traditional system, we have not, do not, and probably never will have enough properly trained professional personnel to meet the mental health needs of our Nation. The traditional answer has been to train more professionals. Although we have increased our supply of the core professionals—physicians, nurses, social workers and psychologists—in the past few years, the increases have not been sufficient to meet rising demands for services. The problem is further compounded by the uneven geographic distribution of highly trained personnel, which leaves many communities with few, if any, services.

Limitations inherent in our traditional answer to manpower problems make it imperative that we look more systematically and creatively at the existing situation and the accompanying problems. We do need to train more professionals; however, we also need to develop means for making better use of our highly trained personnel. It is equally important that we develop new supporting manpower roles to provide for the mental health needs of our children, such as the training and employment of paraprofessionals as well as specialists trained at the B.A. and M.A. levels. We will need to continually expand existing educational and training facilities in ways that will maintain high standards and quality, and we will have to face the inherent resistance of the professions themselves to intervention and change. But, change itself can be creative; and it is possible that, in the long run, we may develop a much better system of services. Certainly the needs of our children can not be met under the existing mental health care network.

CONCLUSION*

It is difficult to determine precisely the actual cost in dollar amounts of the Commission's recommendations. Obviously the costs will be considerable. One of the Commission's Board members noted, in a speech before the San Francisco Mental Health Association: "As a rough guess, we estimate that eventual implementation of all our far-reaching recommendations will cost somewhere between six and ten billion dollars a year. A considerable portion of this financing will consist of re-allocating monies now devoted to ineffective programs; but a major portion will be devoted to new appropriations for new kinds of services.

"We do not flinch at the size of this financial recommendation. If we really intend to replace all of the nauseating rhetoric about our children with a massive program designed to optimize their physical and mental potential we must, as a Nation, drastically re-alter our priorities . . .

"If we can spend 80 billion dollars a year for the defense of our country, we can surely afford 10 percent of this for strengthening that generation which will inherit a host of agonizing problems on both the domestic and world scene.

". . . the prognosis for significant legislation carrying out the major recommendations of the Joint Commission during the next year or two is quite good . . .

"However, in the final analysis, the Administration and the Congress will not move until they hear from the citizens all across this land. We of the Commission have done our job; it is now up to you in mental health associations and allied organizations to take up the torch.

"The entire fate of the report of the Joint Commission on Mental Health of Children now rests upon the shoulders of all of us. As Thomas Jefferson once said: 'There is no substitute for the enlightened action of an aroused citizenry.'

"Let us move into the action phase."

---

*This portion of the summary is not included in *CRISIS IN CHILD MENTAL HEALTH. Quotes from a speech by Mike Gorman: "An Action Program for the Mental Health of our Children," June, 1969.*

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Senator **Mondale**. Senator Ribicoff introduced a bill, I think based on the work of your Commission, creating a child advocacy program. I am cosponsor of that measure.

We may well seek to offer an amendment of that kind to this bill, in the process of adopting it, because I think it is quite clear that this whole question of causing these considerations that we are discussing this morning to surface and have real impact on public judgment, is an indispensable element.

The professionals and the parents have been speaking without the kind of response that society must have. There has to be a way of giving them rising visibility and rising support. That is one of the reasons that the Subcommittee on Children and Youth was created, to try to make Congress respond, institutionally, to these needs.

And the need is so dramatic, as Senator Javit's staff man pointed out. In 1962 we were spending $200 million for manpower training. Today we spend $2 billion. In 1962, we were spending $100 million on child care, but today only $400 million. And I think about half of that disappears through inflation.

There just is not an adequate response to the needs which we have discussed this morning.

Dr. Lourie, we are most appreciative of your excellent work and for being willing to disrupt your schedule today to be with us. Thank you very much.

At this point in the record I order printed additional pertinent material submitted for the record.

(The material referred to follows:)

YOU ARE INVITED TO JOIN THE CHILDREN'S LOBBY

-- A new private organization of individuals and groups interested in lobbying for the needs of children, youth and families.

-- An organization interested in all types of programs which affect children.

-- Created by action of over 400 delegates attending the first day of the White House Conference on Children. Endorsed by National Chairman Stephen Hess as a necessary private effort to complement Governmental efforts.

-- An organization which will forego tax exemption so that it may speak freely and forcefully. CONTRIBUTIONS ARE NOT TAX DEDUCTIBLE.

-- This is YOUR CHANCE to play a personal part in seeking legislation and appropriations.

Contributions:

$200	Funding member (Lifetime)
$ 50	Contributing member (Annual)
$___	General member (Annual in amount determined by member)

Return enclosed card to: The Children's Lobby Desk, at:
Sheraton Park Hotel
Shoreham Hotel
Washington Hilton Hotel

Or mail to: Jule M. Sugarman
110 Riverside Drive
New York, New York 10024

For further information call: Jule M. Sugarman, Sheraton Park Hotel
CO 5-2000 Room M354

SEE OTHER SIDE

THE CHILDREN'S LOBBY

Purpose: The Children's Lobby is an association of individuals and/or organizations who have united to promote public support of programs which will benefit family life, the development of children, the creation of opportunities for youth and the improvement of settings in which children live and grow. The interim specific objectives of the Lobby are to (1) secure the enactment of needed legislation at Federal, state and local levels; (2) promote adequate appropriations of public funds, (3) help parents and other concerned adults to be effective in bringing about changes they consider desirable for children, help young people contribute to the improvement of their own lives, and provide support for children who must be cared for outside their own homes or in institutions, (4) involve business, industry and other institutions in supporting programs for children, and (5) encourage imaginative and effective administration of approved programs and assure that such programs are constantly monitored in the interests of those for whom they are intended.

Interests: The Lobby's interests include, but are not limited to, maternal and child health, nutrition, programs for children with special needs, education, child development programs such as Head Start and day care, youth activities, recreation, juvenile delinquency, parent education, mental retardation, mental illness and emotional disturbance, physically disabled, and exceptional children.

Cooperation with other groups: The Children's Lobby intends to work closely with other national organizations devoted to the interests of children. It will not duplicate the educational and service activities of those organizations. In many cases, it will undertake to develop legislative and Administration support for programs and policies recommended by those organizations.

Leadership: The organizing meeting authorized Mr. Jule M. Sugarman, Administrator of Human Resources of the City of New York and formerly in charge of Head Start, Children's Bureau and Office of Child Development programs in the U.S. Department of Health, Education and Welfare, to create a committee of not less than nine persons to prepare by-laws and a slate of candidates for officers of the Lobby. Mr. Sugarman has named Mrs. Arnita Boswell, Associate Professor of Social Work at the University of Chicago, and Julius B. Richmond, Dean of the Upstate Medical Faculty of the University of the State of New York, to assist him in forming the committee. It is intended that the committee will be broadly representative of (a) the many types of programs and professional disciplines, (b) interests of various ethnic groups, (c) parents and children served in various programs, and (d) community, business, labor and religious leadership. Nominations of individuals to serve as interim officials of the Lobby should be sent to Mr. Sugarman by December 21. The interim organizing committee is required to submit a set of by-laws to members of the organization for approval within sixty days.

JHSugarman

THE FUTURE OF EARLY CHILDHOOD PROGRAMS

AN AMERICAN PERSPECTIVE

Summary and Index

	Chapter	Page
Planning for the future of Early Childhood Programs---	I	

Purpose of the paper is to examine the growth of knowledge required and the administrative and organizational implications.

Paper defines eight goals and objectives for early childhood programs.

Although there have been substantial increases in 3- to 5-year old participation, many children at that and lower ages who need programs are still not participating.

Leading public figures support need for growth.

	Chapter	Page
A Word on the Definition of Early Childhood Programs---	II	

Commonly agreed that early childhood covers prenatal period through age eight or nine.

Programs must be comprehensive.

Parents must be involved.

Need personnel from many disciplines.

Categories include kindergarten, nursery, day care, mini-programs, primary block education, parent education.

Chapter **Page**

Premises Underlying This Paper---------------- III

Belief that we can (a) influence the growth and development of young children, and (b) be more successful at this stage of life than at later stages.

Not all experts accept these premises.

Additional premise: our methods and programs are susceptible to great improvement but are presently adequate to justify accelerating the growth of programs.

Six factors justifying acceleration.

Knowledge - The Key to Effectiveness---------- IV

Three types of knowledge needed are theoretical, diagnostic and application.

Lists major theoretical questions.

Describes problems of evaluations.

Lists various schools of thought on applications.

Defends action in the face of uncertainty.

Suggests priorities for research and theoretical, diagnostic and applications knowledge.

Defines a process of developing and putting knowledge to use.

Suggests a model for doing so which relates researchers, trainers and practitioners.

Calls for development of conglomerate leadership.

Suggests greater research attention to what is happening in operating centers.

Chapter **Page**

Chapter IV Cont.

Points to need for changes in funding and operation of research programs.

Describes new model for mini-programs.

Planning and Decision-Making in Early Childhood Programs---------------------------- V

Points out that in America, decisions about program involve many individuals and organizations.

Judgments will often be dissimilar or contradictory.

Nevertheless, this paper attempts to describe problems, identify courses of action and estimate cumulative impact as national level of independent decisions at State and local levels.

National estimates are essential because population mobility impacts other States, Federal funding probably needed, and private organizations need basis for investment decisions.

Estimating the National Dimensions of Need for Early Childhood Programs---------------------- VI

Programs should be based on individual needs, but we presently have only gross estimates.

Estimates in this paper separately defined for advantaged and disadvantaged children.

Estimates are affected by lack of or availability of services.

National estimates must be continually refined and updated.

Estimates based on 100 percent service to five-year-olds; 90 percent to disadvantaged and 80 percent to advantaged four-year-olds; 40 percent

Chapter Page

Chapter VI Cont.

to disadvantaged and 35 percent to advantaged three-year-olds; and 20 percent to disadvantaged and 5 percent to advantaged under three.

This requires growth of 1,300,000 in kindergarten, 3,000,000 in nursery school, 1,310,000 in day care and 1,890,000 in mini-programs.

A Model for Program Growth in Early Childhood Programs---------------------------------- VII

Translates estimates of national need into a six-phase model of feasible program growth. Each phase is minimum of four years; therefore achieving full model requires minimum of 24 hours.

Lists factors used in building model.

Says maximum growth is 250,000 children per year (excluding mini-programs).

Order of priorities calls for early start on all types of programs, but with completion sequence being Kindergarten, day care, mini-programs and nursery schools.

Completion of model for disadvantaged is four to eight years in advance of those for advantaged.

Programs for under three-year-olds relatively slow growth rates.

Model is correlated with staffing and construction projections in subsequent chapters.

Manpower for Early Childhood Programs------------- VIII

Discusses qualification and certification requirements.

Chapter Page

Chapter VIII Cont.

Recommends new criteria for certification.

Estimates manpower needs for each of six program phases in growth model. **Total** need is 456,400 professionals and 529,200 preprofessionals.

Average need is 19,000 new professionals a year above present level of 5,000.

Suggests 7 percent to 10 percent annual increase in size of existing schools plus 10 percent to 13 percent further increase by creation of new schools.

Suggests priorities for various types of institutions.

Suggests use of retrained graduates from other fields and advanced level preprofessional training to serve 20 to 25,000 persons per year.

Calls for improvement in methods of training.

Puts emphasis on post-employment training.

Outlines criteria for preprofessional training and for professional training.

Describes a professional training model -- the Quadrennial Career Plan -- which emphasizes academic training, professional activities and "experimental" teaching.

Describes problems connected with organization of training.

The Provision of Facilities for Early Childhood Programs-- IX

Suggests conservative approach to construction of facilities.

	Chapter	Page
Chapter IX Cont.		
Numbers of children needing facilities grow from 80,000 in first phase to 725,000 in last phase.		
Describes considerations in locating facilities.		
Analyzes briefly types of facilities and design considerations.		
Discusses costs and financing methods.		
Parent Education and Early Childhood------------	X	
Discusses impact of parental lack of confidence.		
Suggests methods for reinvolving parents.		
The Impact of Early Childhood Programs on the Primary Years of School------------------	XI	
Describes significance of early childhood concepts to program and curriculum in primary years.		
Suggests changes in approach.		
Comments on impact of fact that children will have participated in early childhood programs prior to school.		
"For-Profit" Organizations and Early Childhood Programs--	XII	
Suggests "for-profit" organizations have several problems.		
but can make valuable contribution in technology and materials if they will take certain steps.		
Suggests they can also be excellent providers of service if they are organized on sufficiently large scale.		

THE FUTURE OF EARLY CHILDHOOD PROGRAMS:
AN AMERICAN PERSPECTIVE

PREFACE

The object of this draft paper is to stimulate discussion and analysis of the future of early childhood programs. It does not attempt to deal with the entire range of programs for young children. It is focused on those comprehensive service programs with specific developmental objectives. For the most part, these will be multi-purpose programs, involving the physical, mental, emotional and motivational spheres of development.

The paper is concerned with programs for all children who need them -- not simply economically disadvantaged children. It focuses on (a) the growth in knowledge which is required to support such programs, and (b) the organizational and administrative implications of creating such programs.

The paper does not deal with such specialized problems as treatment of mentally retarded, physically handicapped or severely emotionally disturbed children. While certain segments may apply to these categories of children, their special problems need further examination elsewhere.

The paper also does not deal with general preventive or therapeutic programs, such as health and psychological services, except as they are a part of, or stem from comprehensive developmental programs.

PREFACE

The recognition of need for early childhood programs is a critical step in the process of establishing such programs. But it is only the first step. Like all great ideas, it can founder or be seriously delayed unless the factors precedent to growth are present. These include:

1. Knowledge of how to operate such programs. (See Chapter IV)
2. Development of the resources of manpower and facilities which are needed to carry out such programs. (See Chapters VIII and IX.)
3. Creation of adequate organizational and administrative arrangements to carry out the programs. (See Chapter
4. Provision of adequate financial resources to support the programs. (See Chapter

Succeeding chapters of this paper include an examination of factors 1 through 3 above. Factor 4, financial resources, involves myriad questions of public and private, Federal, State and local financing. This factor is discussed only in terms of the total dimensions of need, and does not include a discussion of the relative role of private funds and various governments in meeting those needs.

PREFACE

It is my intention to distribute this paper to a wide audience of academic and operation officials, interested in the early childhood period, as the first stage in preparing a basic policy paper on early childhood. It is my hope that, out of subsequent discussion may come exciting ideas and forceful action to create effective programs in the variety and quantity needed to meet the needs of America's families.

The paper, as drafted, may have serious errors of omission or commission. The reader is asked to be completely critical and candid in commenting, providing only that he take the responsibility of suggesting how the paper should be improved.

The author is solely responsible for the statements of fact and opinion contained herein. Neither the opinions nor suggestions should be considered the official views of the Federal Panel on Early Childhood, the Department of Health, Education, and Welfare, the Social and Rehabilitation Service, or the Children's Bureau.

Jule M. Sugarman
Acting Chief
Children's Bureau
Chairman, Federal Panel
on Early Childhood

CHAPTER I

THE NEED AND NATIONAL CONCERN

Goals and Objectives of Early Childhood Programs

While opinions may differ as to the precise objectives of early childhood programs, this paper is premised on the following:

1. The program should insure that problems of physical health will be discovered and brought under treatment at the earliest possible time.

   The measure of success would be reductions in the incidence of health problems at the time the child enters school.

2. The program should contribute to the quality of interaction between parents and child, and should equip the parents to deal with other facets of their life which affect the child (e.g., consumer education, health education, job training, or social services).

   The measure of success is the degree of mutual regard between parent and child, and the degree to which parents are able to cope with family problems.

3. The program should enhance the child's understanding of his own abilities and opportunities.

   The measure of success is the increased level of confidence which the child displays in taking on new tasks, and the broadened scope of his aspiration.

4. The program should strengthen the child's motivation to function well in school and society.

   The measure of success is the increased degree to which the child is willing to initiate activities and to strive.

5. The program should increase the child's cognitive skills to his maximum potential. Maximum potential is stressed, because it seems to me that most of our present programs strive only to achieve standard levels of cognitive development, rather than the greatest possible development for each individual child.

   The measure of success would be the capacity of children to perform tasks which require various types of cognitive ability. At the present time, I do not believe that a clear relationship has been established between IQ and performance. Until this is done, I would suggest using IQ results with great care. I would also caution that there may be effects on both IQ and performance which are not enduring. It will be difficult to distinguish between (a) real change in cognitive skills, (b) apparent changes in cognitive skills which are related to factors other than a real change; and (c) changes which are observable in the child's current environment. The classic example is the child who tests well at the end of his Head Start experience, but loses gains after a year in school.

6. The program should increase the capacity of the child to relate successfully to other children and adults.

   The measure of success is the increased degree to which children are able to deal successfully with a variety of other types of persons.

7. The program should prepare the child to function well in subsequent developmental programs. Particularly, it should prepare him to participate in an effective primary school program.

   The measure of success is the increased degree to which children function well in subsequent programs, including the primary program. However, the quality of the primary program is at issue here. Children prepared in a very sound fashion may do quite poorly in a badly managed primary program.

8. The program should be designed to establish basic character traits and moral attitudes.

   The measure of success is the child's degree of understanding and actual practice, in terms of commonly accepted morals.

State of Present Programs

In recent years there have been substantial increases in the proportions of children 3-5 who are enrolled in preschool programs. Between 1964 and 1967, the enrollment of these children increased from 25.4 percent in 1964 to 31.6 percent in 1967. Yet, there is a growing consensus that the recent spurt in early childhood programs falls far short of meeting the needs of the nation.

-- 1.5 million children still have no publicly available kindergarten program;

-- 12.3 million children under 14 are estimated to be in need of day care because their mothers need to work or because of other special needs;

- -- The Office of Economic Opportunity reported to Congress in March 1966 that 2.2 million children at ages three, four and five should be involved in the Head Start program.
- -- Very few programs are available for children under three years of age.

This has led to statements by leading public figures along the following lines:

- -- President Richard M. Nixon, speaking to employees of the Department of Health, Education, and Welfare in February of 1969, spoke of the enormous importance of the child's first five years to his total development.
- -- Former President Lyndon B. Johnson, speaking in the White House Rose Garden on August 31, 1965, upon the conclusion of the first summer Head Start program, said: "This summer, some hope entered the lives of more than 500,000 youngsters, and those half million youngsters needed that hope the most. ...The success of this year's programs and our plans for years to come are symbols of this nation's commitment to the goal that no American child shall

be condemned to failure by the accident of his birth."

-- The Republican Coordinating Committee, composed of Republican members of the House and Senate, in their publication, **URBAN EDUCATION: PROBLEMS AND PRIORITIES**, writes: "Early childhood education programs should, as a matter of priority and urgency, be expanded to include all 5 and 4 year olds, and perhaps 3 year olds, from impoverished neighborhoods who could benefit from this experience. ...Early childhood education programs...must have a strong interagency orientation, and must be concerned with the whole child and his environment. This requires a flexible program of cooperation and consultation among teachers, health officers, and social welfare workers with the school providing common facilities and performing a central coordinating function."

-- Recently named the Commissioner of Education, Dr. James E. Allen, Jr., presenting the recommendations of the White House Conference on Education in 1965, when New York Education Commissioner, said: "While errors may be made, and much research is necessary in the operational aspects of preschool programs, the important thing is to expand the programs as rapidly as possible so that their advantages may become available to all children who need them and can profit from them....The provision of preschool education will be costly in time, effort and funds, but in view of the contribution that this extension of our educational effort can make to the new standard of excellence for all to which we aspire, the question is not 'How can we afford it?' but rather 'How can we *not* afford it?'"

CHAPTER II

A WORD ON THE DEFINITION OF EARLY CHILDHOOD PROGRAMS

When programs are in their formative stages, there are usually wide differences of opinions as to their definition and scope. I believe, however, that out of the experience of recent times, we are gradually arriving at a definition of early childhood programs which says that:

(a) The prenatal period through age eight or nine represents a coherent period in which like principles and techniques are required to support a child's development.

(b) Developmental programs are designed to prepare the child to function well in all aspects of his later life. Consequently, they must take into account his physical and mental health, his cognitive growth, social abilities, and motivational levels.

(c) Programs for this age grouping necessarily involve extensive interaction between parents and those activities which are conducted outside the home.

(d) Developmental programs in the early childhood period must necessarily draw on the skills and insights of a wide variety of disciplines, including medicine, mental health, education, social work, nutrition and recreation as well as family life education.

(e) While it is difficult to develop wholly distinct categories of early childhood programs, they may broadly be classified into six types:

1. Kindergartens
2. Nurseries
3. Day care
4. Mini-programs*
5. Primary bloc education
6. Parent education.

These basic categories encompass such specially **denominated** programs as Head Start, Parent and Child Centers, and Follow Through.

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* Mini-programs is a generic title for a wide variety of activities which are conducted outside the framework of an organized classroom or center. It would include such activities as homemaker services, individual tutoring, roving child developers, play groups and other arrangements which deal with the child in his own home or immediate neighborhood.

CHAPTER III

PREMISES UNDERLYING THIS PAPER

This paper is based on two major premises; that, (1) there are substantial ways in which we can actively influence the growth and development of young children, and (2) efforts in the early childhood period can stimulate growth and development in ways or with a degree of success generally not possible at later stages of life. In other words, the failure to act during the period of early childhood means that opportunities have been lost which are unlikely to be recovered at a later date and that as a consequence, the child is unlikely to achieve his maximum potential.

These premises are not justified in this paper. They are debated extensively in the literature of child development. It is only fair to note that there are serious and respected scholars who could be expected to reject one or both premises; similarly, there are scholars who believe that there is no credible evidence that any existing early childhood program makes a difference in the long-term development of children.

On the other hand, there are those who not only would accept both premises, but who believe that the achievements of children can be raised well above presently accepted norms. A third school of thought suggests that there are programs which can greatly help children from deprived homes, but makes no claim of ability or need to help the general population.

Finally, there exists a group of those who believe that (1) the two basic premises are sound for all children; (2) our methods and programs for influencing development are open to great improvement, but (3) we have both the knowledge and the need to begin immediately to accelerate the creation of useful programs for all young children who will benefit by them. It is with this group that I associate myself.

My judgment is the outgrowth of several factors:

(a) The overwhelming amount of evidence that great proportions of the child's total development takes place in the early years;

(b) The clear evidence of later failure by large proportions of children who lacked developmental opportunities in the early years;

(c) The conviction that our understanding of the processes of development in the early years is at least equal to our understanding of the developmental processes in later years upon which we base our educational system; similarly, that we are on the threshold of an age of discovery about human development which will make possible great increases in our capacity to work effectively with young children;

(d) A belief that the existence of programs on a large scale can be a stimulus to the growth of knowledge about effective methods; conversely, that the absence of extensive programs can retard, or seem to make less necessary, an investment in the development of knowledge;

(e) A belief that a general increase in knowledge, skills and emotional capacities of children is essential to survival as adult Americans in the complex society of future years, and, finally

(f) A conviction that the nature of the programs which we are considering is essentially positive and wholesome toward families, children and society, so that, even with imperfections in our state of knowledge, we can expect the programs to be beneficial.

If this judgment is correct, then we must quickly be about the business of stepping up our efforts to improve and enlarge programs for young children. It is the author's hope that this paper will lay a foundation for considering what needs to be done and how it should be done.

CHAPTER IV

KNOWLEDGE -- THE KEY TO EFFECTIVENESS

There is great uncertainty today as to how much we know about the development of young children. It would be well to distinguish at the beginning of this section three separate, but interrelated kinds of knowledge: (1) knowledge which provides a theoretical basis as to how and why things happen in the development of children; (2) knowledge of how to evaluate or diagnose the child's state of development; and (3) knowledge which we use to develop and apply systems, techniques and programs. An understanding of how information is received and stored in the brain would be "theoretical" knowledge. The assessment of how much the child's brain has developed is "diagnostic" knowledge. The formulation of a teaching technique to feed information more successfully into the brain would be "application" knowledge. The terms "theoretical," "diagnostic" and "application" will be used throughout this section.

The development of theoretical knowledge is generally the province of the university researcher. However, while contributions of theoretical knowledge may emerge from a wide variety of disciplines: psychology, medicine, sociology, anthropology, biology, chemistry, there is something of a gap between the work going on in these departments and the work going on in applied departments such as early childhood education and child development. There are, of course, exceptions; schools which are working in a team fashion to meld theoretical and applied knowledge.

Among the many important points raised by researchers and practitioners today, I believe the following are the more important categories of "theoretical" points:

1. The relative impact of nature and nurture are still uncertain. There are respected authorities who believe that genetic influences cannot be overcome by any type of program or activities. On the other hand, even the most ardent geneticist believes that the lack of adequate nurture can block the genetic **potential** of the individual.

   The chief implication of the nature - nurture argument for child development programs from an "application" point of view appears to be that we should not be discouraged if all children fail to achieve "normal" developmental levels in all dimensions. Similarly, we should be prepared to develop individuals in those directions for which they show particular capacity rather than in preordained and universal directions.
2. The exact process or processes involved in learning are open to considerable dispute. Enthusiasms for the

theories of particular scholars tend to rise and fall. Thus, at the moment, the work of Piaget is perhaps the most popular among Americans. But there are dozens of other theorists whose views demand respectful consideration.

3. The process or processes involved in the development of the child's emotional and motivational characteristics as well as his social skills should be the subject of careful investigation.
4. Physical health and nutrition have been shown to have developmental impacts during the prenatal and perinatal periods as well as during the early years. Yet much theoretical knowledge remains to be developed.
5. It is now possible to examine in a much more profound way than hitherto the biological, electrical and chemical forces affecting development.
6. The interactions between the child and his parents, his siblings and other family members, and people in general should be given greater attention.

7. Finally, the impact of environment and culture on individual development ought to be given the intensive attention it deserves.

The Problem of Evaluation and Diagnosis

A fundamental problem in our present state of knowledge is the imprecision of our methods for assessing the young child's development. The problem is a complex one with three major aspects:

(a) The necessity of isolating those factors which indicate progress or regression, in ways which will benefit the future of the child.

(b) Questions of what the "normal" patterns of development may be, and the tolerable variations from the pattern for various groups of children or for individual children.

(c) Questions of appropriate instrumentation for assessing the various facets of development.

The relative validity of our evaluation and diagnosis measures is probably the greatest in the area of physical development, less informed in terms of intellectual development, and barely rudimentary in terms of emotional and motivational development.

There is a tendency to judge the worth of humans on their relative position on development scales. A person with a superior IQ rating is often rated "better" than other people, and a child who speaks with great clarity at an early age is considered to have greater worth. The fact that **neither** judgment is defensible tends to discredit the entire process. Diagnostic instruments must be developed which show us how to help children without condemning them.

While evaluation and diagnostic techniques have been under development for many years, the greatest attention has been given to school-age children. When Head Start was introduced in 1965 and planned a major research effort, it was felt by the experts involved that much of the instrumentation would have to be created from scratch. The lack of measuring techniques is even more pronounced at the infancy and toddler levels.

The development of reliable and valid measuring techniques will probably require a number of years. I cannot, however, overemphasize its importance for the progress of the entire early childhood field.

Questions in the Field of "Application" Knowledge

Turning now to the field of application knowledge, we find that both researchers and practitioners are playing significant roles in developing the necessary systems, techniques and programs. For the most part, universities concentrate their work on the development of application knowledge in departments of child development, home economics (including family relations) and education. In recent times, however, much valuable work has also been done in psychology departments and special institutes established specifically to devise programs for child development.

There is a tremendous range of judgments as to what constitutes effective "applications." While some of these tend to overlap, I believe the following schools of thought are widespread:

1. Belief that children should be given support to develop skills in accordance with their own interests, and at a pace set primarily by the child. This requires a great proportion of nonstructured time in the program.
2. Belief that certain skills must be achieved by the child during its preschool years in order for him to function successfully in later life. Therefore, with varying degrees of individualization, skill levels must be established and a conscious effort made to insure that these levels are reached at certain chronological ages through the use of structured patterns of learning.

Certain adherents of this school believe that it is desirable to establish much higher expectations for **achievement skills** levels than we now expect in the younger years.

3. Belief that development of a particular skill is the critical factor in the child's total development. People holding this view usually emphasize systems aimed at language mastery -- spoken or reading skills -- as the factor to which all other development relates.
4. Belief that the greatest emphasis should be placed on devising **techniques** for the reinforcement of self-concept, identity, motivation or other inner directed feelings as the condition for future development of the child.
5. Belief that a child's development is directly related to the expectation of others, e.g. success; what are the attitudes of sibling and peer group?
6. Belief that the success of developmental efforts depends primarily on the auspices under which programs are conducted; that certain types of organizations are inherently more able or less able to carry

out developmental programs. On the one hand are those who see development as essentially an education process which ought to be the exclusive province of educators. On the other are those who see parent and/or community domination of the program necessary to successful development.

7. Belief that development can best take place through the medium of the parent or other members of the immediate family.
8. Belief that forms or systems of 'play' are most effective with young children. Closely related to this school are those who put heaviest emphasis on development and use of materials which will support the child's learning; e.g., water play tables, carpentry, live animals, science experiments, etc.
9. Belief in a much wider use of technologically advanced systems and programs; e.g., programmed instruction, talking typewriters, learning centers.

10. Belief in an eclectic approach, drawing some thinking from each of the schools listed above. This approach may or may not be individualized. Some may feel that a variety of techniques should be used, but that the same techniques must be used for each member of the class. Others use different techniques with different children.

While the foregoing list is incomplete and overlapping, I have described them as separate categories because:

1. Most practitioners hold that they are following one of these specific approaches. To a considerable degree they tend to develop and judge their programs as they relate to their own particular major approach. Thus, those who are most interested in parent participation are likely to feel that any type of program is a good program so long as the program was selected by the parents. Those interested primarily in the child's emotional and motivational development are likely to be relatively unconcerned about the specific knowledge which the child is acquiring.

2. Conversely, most practitioners are strongly opposed, either intellectually or emotionally, to one or more of these specific approaches. Thus, some educators are strongly opposed to the presence of parents in the classroom; some children developers are horrified by the possibility of introducing technology into programs for the young child; many believers in highly structured programs feel that permissive, develop-at-your-own-pace programs are worthless or even injurious to the child.

It is my own view that people and children are significantly different from one another, and that it is essential to base one's choice of programs on that fundamental fact. I would extend that principle to say that no single program or system is adequate for an entire community or even a neighborhood. Even at the level of the center or the classroom, I would urge the use of a variety of techniques geared, insofar as feasible, to programming individually for the child. I believe that it can be beneficial to have periods of highly structured learning for certain children within a single classroom while encouraging other children to proceed in accordance with their own interests.

Action in the Face of Uncertainty

Because of the differences of opinion about these processes, one might be tempted to take no action at all. But a difference of opinion is a poor excuse for the lack of action. Many a cure for disease was developed prior to knowing the cause of the disease. Our entire system of elementary, secondary and collegiate education is bult on partial understandings and unproven hypotheses. Such is the way of human life and we should not be ashamed to operate on our best hypotheses until they prove incorrect or inadequate. At the same time, we must maintain a state of mind which (a) admits the possibility that other approaches may be equally or more correct, (b) compels us to reexamine constantly whether our hypotheses are being proven in practice, and (c) gives substantial emphasis to a process for improving our knowledge and putting that knowledge to use.

Within these limitations, we do have a great deal of "knowledge" which can be used in action programs. As has already been indicated, parts of this knowledge are conflicting and require practitioners to choose that which they feel to be the most valid. This fact should place a severe constraint on those administrators at all levels who are inclined to prescribe a single system or approach in the execution of programs. On the other hand, there is an obligation on each practitioner to develop an adequate justification of the particular system or approach which he chooses to use. A prime criterion of any good child development program should be the degree to which there is an effective and honest communication among administrators, practitioners and parents around the central questions of systems and approach.

Priorities in the Development of Knowledge

I suggest these two orders of priority in the development of knowledge about programs: (1) the theoretical and evaluation areas; (2) the application area. With respect to (1), I see these kinds of problems as deserving top priority:

1. Development of evaluation concepts, developmental norms and measurement techniques.
2. Understanding of factors which influence motivation.
3. Understanding of factors which affect language competence (both written and oral).
4. Understanding of the interactions between children, parents and peer groups.
5. Understanding of factors which affect interaction of staff and children.

With respect to (2), I suggest that we should give priority to the development of systems and approaches which are capable of duplication on a massive basis. If the dimensions of need outlined in Chapter

V: are at all realistic, then we must concentrate on developing knowledge about systems which are potentially feasible in terms of staffing, facilities and funding. This would indicate priority along the following lines:

1. Systems which are essentially self-operating (e.g., television, various audio-visual and automated systems).
2. Systems of educating parents or other family members so that they may work with the younger children.
3. Systems which involve substantial use of older children and youth to work with the younger children.
4. Systems which permit using greater proportions of nonprofessional personnel.
5. Systems using professionals or nonprofessionals in the child's or a neighbor's home so that special facilities are not required. (The mini-programs which are discussed in greater detail below.)
6. Systems which reduce the amounts of time which a child must spend in an organized program.

I do not suggest that these are the only areas requiring attention, nor that we exhaust the research possibilities in each category before moving on to another. In fact, because of my strong convictions on the diversity of families and children, I expect that we will ultimately find it necessary to develop systems in each category.

It also seems probable that techniques developed for use in one system may well be applicable to other systems. Thus, a language development technique devised for use by parents may also be usable by nonprofessionals.

The Process of Developing Knowledge

I have suggested earlier in this section that we need to give substantial emphasis to developing a process for improving our knowledge and putting that knowledge to use. In the paragraphs which follow I would like to suggest what the nature of such a process might be and some of the specific steps which can be taken to make it work.

Characteristics of the Process

1. It needs to be viewed as a continuous process involving eight relating elements:
    a) Development of theoretical knowledge
    b) Creation of specific applications based on that knowledge.

c) Development of evaluation mechanisms to test the effect of "applications" on children.

d) Trial applications in pilot programs.

e) Translation of proven applications into training programs **or materials (including)** university training).

f) Expansion of pilot programs into programs of general application.

g) Constant evaluation of programs to determine effectiveness.

h) Use of evaluations, when required, to modify existing understandings of both "application" and "theoretical" knowledge.

2. The process necessarily involves extensive interaction among (a) academicians interested in the developmental processes, (b) academicians and other persons skilled in the formulation of applications, (c) individuals and organizations involved in evaluation and measurement, (d) personnel of universities and other training organizations, and (e) practitioners.

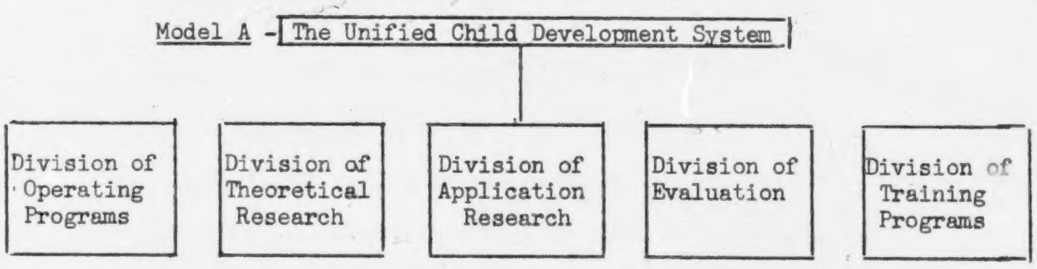
3. The process requires constant retraining to assure that new developments are introduced. (See Chapter **VIII for a** discussion of problems in, and systems for, the training of staff.)
4. The process requires external leadership to see that the necessary interaction does in fact occur in an effective fashion.

Possible Models for the Process of Developing Knowledge

If one accepts the analysis above, it should then be possible to design models for the process of developing knowledge. It would be wise to select an organization performing all or most of the functions described above.

Model A is a schematic representation of that concept:

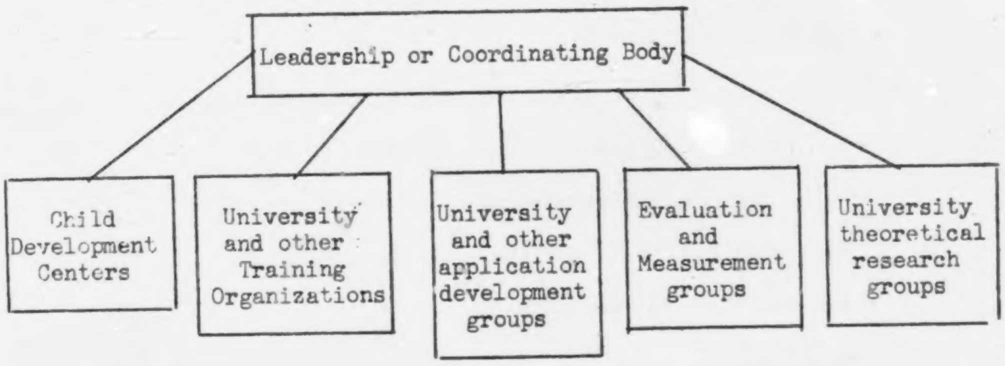
Model A -


The Unified Child Development System
Division of Operating Programs
Division of Theoretical Research
Division of Application Research
Division of Evaluation
Division of Training Programs

Experience indicates, however, that it is extremely difficult to find organizations which incorporate all of the competencies described above. Theoretical research and applications research seldom exists at a sophisticated level in the same organization; most research organizations have found it difficult to carry out successful training activities; operating programs are generally organizationally divorced from the other kinds of groups involved.

Model B borrows from the current business concept of the "conglomerate," in which various types of programs generally function autonomously. However, a control group is responsible for relating the parts to one another in ways which strengthen the total performance of the organization or system.

Model B - The Conglomerate Child Development System


Leadership or Coordinating Body
Child Development Centers
University and other Training Organizations
University and other application development groups
Evaluation and Measurement groups
University theoretical research groups

In Model B, then, a leadership group (that is one which has some degree of authority over all parts of the organization) or a coordinating group (that is one which depends on the voluntary cooperation of the autonomous parts) is responsible for relating the autonomous parts to one another. Methods for doing this might include:

-- Using established operating programs as a location for the development of theoretical knowledge as well as for the development of applications.

-- Involving practitioners in the formulation and evaluation of research proposals.

-- Using theoretical and application researchers as trainers of, or consultants, to, operating programs.

-- Using researchers as trainers for the staffs of training institutions.

-- Using operating programs for substantial portions of the training institution's program.

-- Using the training institution as a prime resource for consultation to the operating program and for training of its staff.

It is my belief that the successful development of these interrelationships is essential to both developing meaningful knowledge, and getting people to use that knowledge.

I further believe that these kinds of relationships will produce tremendous psychic dividends to the individuals involved, with consequent gains in their flexibility, level of effort and basic skills.

Developing conglomerate leadership

Ideally, an organization which could automatically be considered as a source of conglomerate leadership would have to be able to:

a) influence substantially each of the autonomous parts.

b) involve organizations from a sufficiently wide geographic area to ensure that each element was involved. For example, not all communities have a training institution, nor do all States have organizations engaged in developing "applications" or "theoretical" knowledge.

However, I have not been able to find any type of existing organization which consistently meets these two criteria I conclude, therefore, that new organizational arrangements will have to be devised to provide conglomerate leadership. The initiative for such action could come from any interested organization or individual, and should have the sympathetic support and consideration of governmental officials.

Other considerations in the development of knowledge

1. In my view, a major portion of our efforts to develop knowledge must be made responsive to the needs and intuition of program operators. This requires a shift in the balance between research which is done because it interests the researcher, and that which is done because operators need it. I believe that a great deal of research could be accomplished by using established operating programs with unusual approaches I have seen very few ideas come from the laboratory that were not being tried in some operating program as well. We need a search and discovery program to locate promising ventures. In fact, I suggest that we may need to develop a new species of researcher, whose skills lie in extracting from successfully operating programs the factors which are contributing to their success.

2. Greater stability must be introduced into the research program. This requires, on the one hand, efforts by funding agencies to assure long-term funding for promising research. It also requires, however, a greater degree of commitment on the part of researchers

to complete fully that which they begin Too many long-term studies are never written up; too many researchers allow career consideration to interfere with the completion of their research

3. Funding agencies should be prepared to find individuals who are willing to explore those areas identified by program operators as demanding answers At the same time, the funding agencies must continue to be responsive to ideas generated in the minds of researchers.

4. The potential of private industry in developing knowledge should not be overlooked. Industry, however, will have to do a far better job of formulating proposals and carrying out research than it has done in the past.

5 It is probably both impractical and unwise to concentrate the responsibility for developing knowledge in a single place. Within the Federal Government, however, there should be an organization with clear-cut responsibility to see that (a) each agency knows what the others are doing, (b) the experience of an agency with a particular researcher is available to other Federal agencies

and (c) a priority system is used in funding research.

New Program Models -- the Mini Program

In the process of developing new knowledge, it will be necessary to initiate new programs and program models. I believe one of the most effective means to this end would be the introduction of the Mini-Program.

The great bulk of organized early childhood activities is now being carried on in some sort of classroom or center. Yet, there are a number of reasons why it would be desirable if we could develop mini-programs which could be carried on in a home or neighborhood area.

-- Facilities are expensive and their lack may be a serious impediment to expansion of services.

-- Small groups may have significant advantages in working with many children.

-- Programs in the immediate neighborhood of the child's home can be more flexible in length of time and scheduling For example, a child who profits from the program for only 20 or 30 minutes can be released when his interest fades, while another child may spend several hours profitably. This arrangement may be impossible if the child is any distance from his home.

-- Programs can often be designed around the time availability of staff rather than for a uniform period.
-- Staff can often adjust activities to the convenience of parents and children rather than follow a uniform time schedule.
-- Children can enter and leave a program in accordance with their needs without seriously disrupting the overall operation of the program.

It seems to me that we should be investigating a whole range of methods for organizing mini-programs which are based on a small geographic service area (an apartment building, a city block, a cluster of homes). Within that geographic framework, it should be possible to organize such diverse program models as:

-- Cooperative play groups operated by mothers
-- Roving play group leaders.
-- Home visit teachers, both professional and nonprofessional.

-- Visiting nurses and health educators

-- Parent leaders and trainers.

-- Teenage and adolescent group working with young children.

CHAPTER V

PLANNING AND DECISION-MAKING IN EARLY CHILDHOOD PROGRAMS

Social policy in America is founded in a great number of judgments and is executed by a wide variety of groups. Even within a single community or program, the implementation of policy will depend on the attitudes and skills of the administrators and staff who carry out the program, and the children and parents who are involved in it. Decisions will be carried out in different ways, by different people, under different circumstances.

This means, of course, that judgments will often be dissimilar or even contradictory to one another. It is possible, for example, that in parts of the United States, programs for children under four may be wholly ignored; in others, great emphasis will be placed on using parents; and elsewhere, much greater emphasis will be placed on the use of professionals. In some areas, the choice will be for high use of technology, whereas in others, the emphasis will be on personal interaction.

In the light of these characteristics, therefore, one proceeds by:

(a) describing the kinds of problems which must be faced;

(b) identifying -- perhaps recommending -- courses of action which seem most promising, and

(c) estimating the probably cumulative impact of thousands of independent decisions and actions throughout the nation on the national situation.

A plan, then, as presented in this paper, is not a prescription, but rather an estimate of what could and may happen on the basis of decisions made by thousands of other people. When it is suggested here that there are 250,000 disadvantaged four-year-olds who should have day care services, it is not a unilateral decision to plan for that number, but rather an estimate that hundreds of local decisions will eventually have to zero in on this magnitude of need.

It appears to me that at least three factors are now operating to make such national estimating essential:

(a) The high mobility of our population means that actions or the lack of action in one part of the nation significantly affects other parts of the nation; e.g., the lack of early childhood training programs in one State is likely to produce a demand on the training resources of other States.

(b) The use of Federal funds as a major source of support for early childhood programs is essential if such programs are to become a reality in the foreseeable future.

(c) The supply of certain essential resources e.g., leadership, staff, technical assistance, materials or technology) is relatively limited and can be encouraged to expand only if there is some justifiable estimate of national demand.

CHAPTER VI

ESTIMATING THE NATIONAL DIMENSIONS OF NEED FOR EARLY CHILDHOOD PROGRAMS

The quantity of programs ought logically to be based on the determination of individual needs The state of our present knowledge, however, is adequate only to support certain gross judgments rather than to define individual prescriptions For example, it is concluded that kindergarten is needed for all children, whereas in fact, there may be numbers of children who either do not need, or are not ready for that kind of experience.

Recognizing that there are such inadequacies in our knowledge, I have attempted in Table VI-1 and in Charts VI-1 and VI-2 to hypothesize the numbers of children who are likely to be evaluated as needing to be involved in publicly supported, organized programs. I have used two criteria for "need:" (1) That the program can be shown to benefit the child, and (2) That the parents recognize such benefit and are willing to have their children participate.

The table and charts separate needs into programs for the economically disadvantaged and the advantaged. I have included in the former category children of parents who have recently been, or may soon cease to be, technically disadvantaged because of improved income. It is my view that a simple change in income is unlikely to change immediately the family's capacity to meet the full developmental needs of its children. For example, if a negative income tax were to go into effect - thus creating a basic income level for all families - I do not believe the overall "need" for child development programs would appreciably change.

The justification for distinguishing among economically advantaged and disadvantaged children lies in two factors:

(a) While the needs of individual families within the two groups overlap, there is a proportionately greater need for programs among disadvantaged families; similarly, disadvantaged children more often require intensive programs.

(b) There are significant differences in public willingness to consider support of programs for advantaged families as compared to disadvantaged families.

Making such estimates is tricky business for, as indicated above, we have no precise information as to who needs what. Those few surveys which have been made are fragmentary in nature or deficient in technique I would acknowledge that my own estimates are, at best, educated guesses. Furthermore, as in many other problem areas of estimating demand or need, the availability or presumed lack of a service may have great importance in setting the "need level. For example, it is apparent that the number of mothers who would work and use day care services depends on their own feeling as to whether adequate day care is available. Similarly, attitudes toward placing young children in programs outside the home change with the change in parents' attitudes about the value of such programs. Finally, changes in our knowledge of what is good for children may significantly alter the picture in the future. Thus, it is entirely possible that "needs" as estimated here may be substantially over-estimated or underestimated. The national estimates must be continually refined and updated if they are to be useful.

What the Figures Indicate

Among the most significant conclusions from these tables and charts are the following:

(a) Kindergartens are a universal need.

(b) Programs for four-year-olds are needed for 90 percent of disadvantaged children and for 80 percent of advantaged children. For three-year-olds, the figures reduce to 40 percent and 35 percent and for those under three to 20 percent and 5 percent.

(c) In gross numerial terms the additional numbers of children needing service are:

-- Kindergarten	1,300,000
-- Nursery school	3,000,000
-- Day care	1,310,000
-- Mini-Programs	1,890,000

Approximately 38 percent of the need is among disadvantaged children.

(d) Kindergarten programs for disadvantaged children need to be enriched; day care in addition to kindergarten must also be provided for certain advantaged and disadvantaged families.

TABLE VI - 1

NATIONAL ESTIMATE OF NEED FOR ORGANIZED PRESCHOOL PROGRAMS

Item No.	Type of Program	Percentage of Child Population Needing Program		Universe of Need (in thousands)		Estimated Availability */ (in thousands)		Additional Programs Required for (in thousands)	
		Disadvantaged	Advantaged	Disadvantaged	Advantaged	Disadvantaged	Advantaged	Disadvantaged	Advantaged
	Five-year olds								
1.a.	Kindergarten	100%	100%	1,000	2,800	700	1,900	300	900
b.	Day care supplementing kindergarten	30%	10%	300	280	25	--	275	280
c.	Enrichment of kindergarten programs for the disadvantaged	90%	-	600	--	10	--	590	--
	TOTAL	100%	100%						
	Four-year olds								
2.a.	Nursery schools (includes Head Start)	50%	50%	500	1,400	125	500	375	900
b.	Day Care	25%	10%	250	280	50	25	200	255
c.	Mini-Programs	15%	20%	150	560	--	--	150	560
	TOTAL	90%	80%						
	Three-year olds								
3.a.	Nursery schools (includes Head Start)	40%	35%	400	950	25	50	375	900
b.	Day care	20%	5%	200	150	25	50	175	100
c.	Mini-Programs	15%	10%	150	300	-	-	150	300
	TOTAL	75%	50%						
	Under three years old								
4.a.	Nursery school (includes Head Start)	10%	2%	300	200	25	25	275	175
b.	Day care	10%	4%	300	300	10	10	290	290
c.	Mini-programs	15%	4%	450	340	-	-	450	340
	TOTAL	35%	10%						

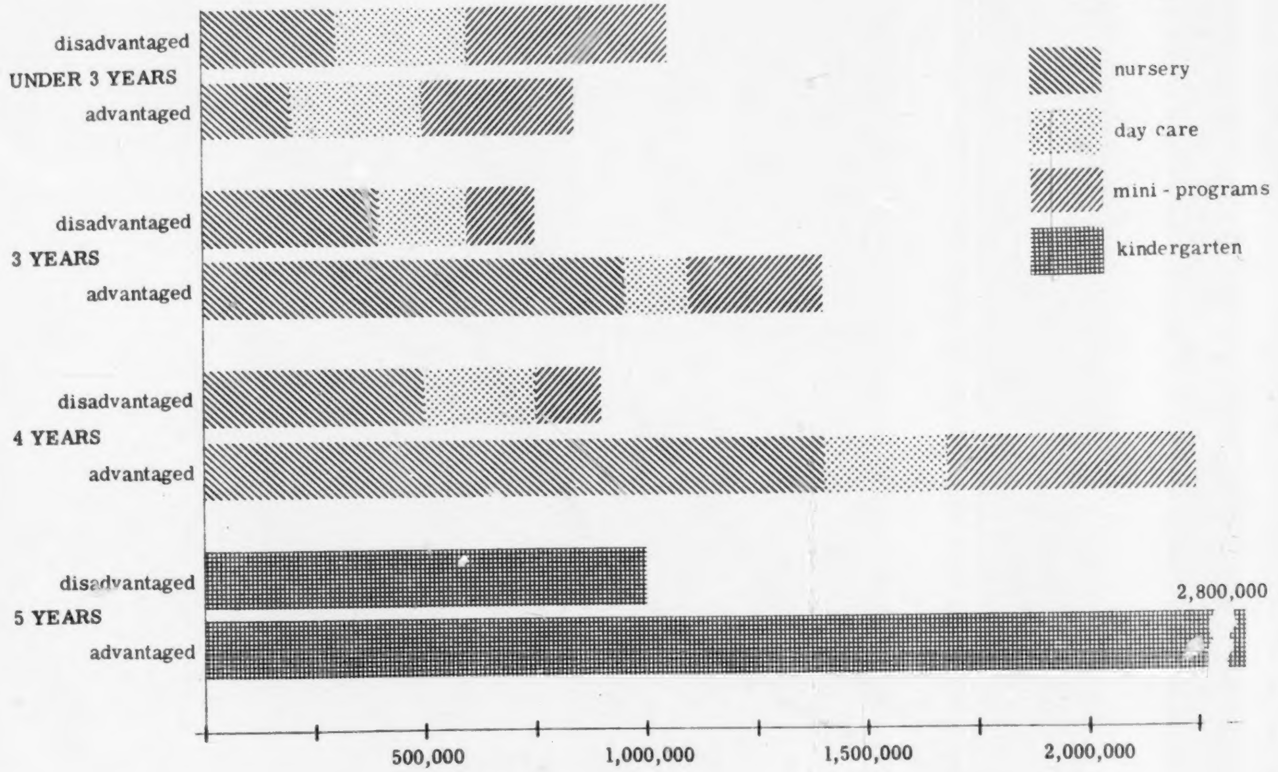
* Availability figures derived from U.S. Office of Education data.

Note 1: Estimates for advantaged families are numbers of persons who would need some degree of public financing for a quality program.

Note 2: Table is based on an average population of 3.8 million in each age cohort. One million of these are estimated to come from presently or recently economically disadvantaged families.

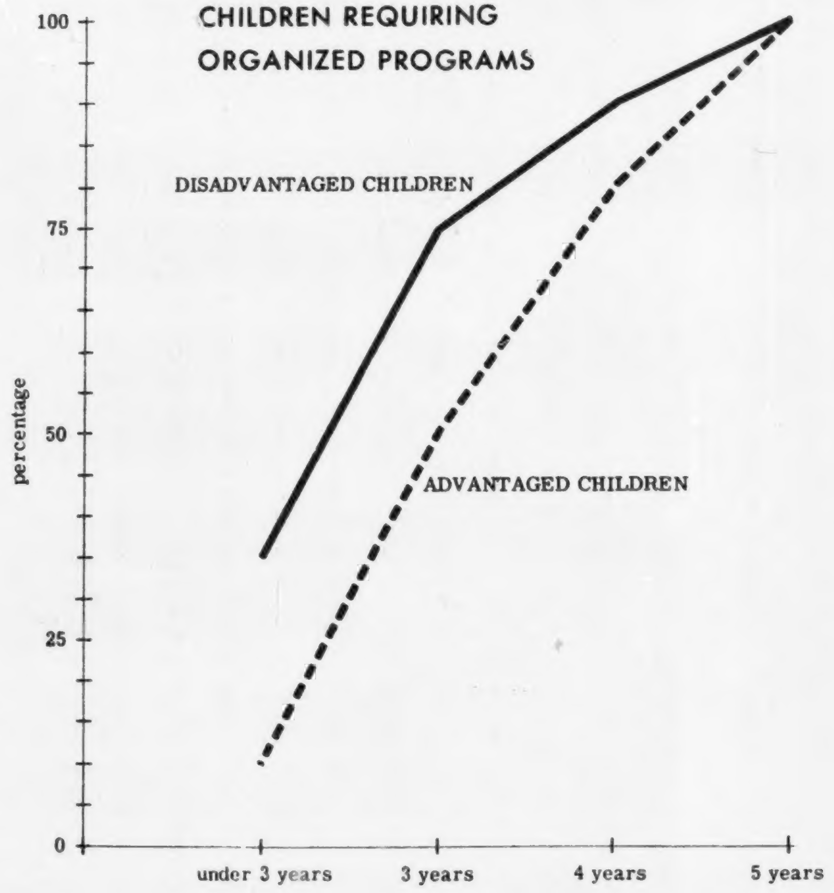
NUMBERS OF CHILDREN REQUIRING VARIOUS CATEGORIES OF SERVICE

CHART VI - 1



note: 900,000 disadvantaged and 280,000 advantaged children are estimated to require day care or enrichment programs in addition to the regular kindergarten shown on the chart.

CHART VI - 2



PROPORTIONS OF CHILDREN REQUIRING ORGANIZED PROGRAMS

CHAPTER VII

A MODEL FOR PROGRAM GROWTH IN EARLY CHILDHOOD PROGRAMS

In Chapter VI I attempted to set forth national estimates of how many children need to be served by preschool programs. In this and succeeding chapters, I will try to project a feasible model for program growth designed to meet those needs. The actual amounts of time which would be required for each category of program to be fully developed are dependent primarily on questions of financing. It should be noted, however, that each phase of the program growth model is estimated to require a minimum of four years. The total model then would require at least twenty four years to accomplish.

The projections are based on an assumption that the total number of young children in each age grouping will remain constant and that the distribution between advantaged and disadvantaged as well as among categories of programs will also remain constant and that the distribution between advantaged and disadvantaged as well as among categories of programs will also remain constant. Since these are obviously not the facts, I must reiterate the need to update continuously both the national need estimates and the program growth model.

In developing the program growth model, I have tried to give consideration, however arbitrarily, to the following factors:

(a) The state of our knowledge about various programs.

(b) The social importance of giving priority to disadvantaged children.

(c) The social importance of beginning quickly to meet the needs of advantaged families as well.

(d) The importance of reaching the older preschool children first.

(e) The capacity to develop capable staff.

(f) The capacity to provide facilities.

Reference is made to the discussion in Chapter V on planning and decision-making, and their implications for any sort of national estimates or program models. I should again emphasize that all of the figures appearing below represent a judgment as to the aggregate effect of decisions by thousands of individual communities. I acknowledge that this judgment is tempered by my own views as to various priorities. I have tried to make these explicit in later parts of the chapter

As a rule of thumb, I have concluded that our capacity for program growth in kindergartens, nurseries and day care programs (combined) is roughly 250,000 children a year. Growth beyond that level does not seem feasible in terms of our potential resources. Therefore, it appears that, given adequate funds, it will be at least twenty four years before the program growth model can be completed.*

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* See p.   for breakdown of 5.6 million additional children accounted for here

Table VII-1 shows, for each of six phases the feasible program levels which can be reached for each type of program and age grouping. Table VII-2 distributes each phase's growth between advantaged and disadvantaged children. Chart VII-1 shows the growth rate for each type of program.

An examination of these tables and charts will reveal that the following kinds of judgments have been made:

(a) The order in which full program growth will be reached is (1) kindergartens, (2) day care, (3) mini-programs, and (4) nursery schools. Kindergarten could be fully operational by 1977; the others not until the sixth phase (1990-1993 at the earliest) On the other hand, each type of program begins its growth during the first phase of the program growth model.

(b) Day care is given a high priority and could be fully operational for children over three by the end of the fourth phase (1985 at the earliest).

(c) In most of the program categories growth in programs for the disadvantaged is completed four to eight years in advance of programs for the advantaged However, with the exception of nursery school for under three-year-olds, all categories of programs for the advantaged begin their growth by the third phase (1979 at the earliest).

(d) Mini programs are estimated to remain in an experimental stage until the third phase, thus allowing time for experimentation and development.

(e) Programs of all types for under three year-olds show relatively slow growth rates until the third phase because of (1) the need for further experimentation and development, and (2) the priority given to programs for older children

Summary

In summary, then, the projected model maintains a strong emphasis on priorities for disadvantaged children, but initiates most programs for advantaged children in early phases It reaches projected levels for five-year olds first and for the under three-year-olds last. It shows rapid growth in day care. It shows somewhat slower growth in the under three and mini-programs categories in order to allow for further experimentation and development.

All of the projections in this chapter have been correlated with the staffing and construction projections appearing in later chapters. With certain reservations noted in those chapters, I have concluded that the potential growth in staff and facilities makes possible the growth in program size.

Money is, of course, a fundamental factor in controlling the ability of programs to grow. For estimates of the costs involved, see Chapter

TABLE VII - 1

A MODEL SHOWING FEASIBLE GROWTH IN PROGRAM SIZE

	Base 1969	Phase I	Phase II	Phase III	Phase IV	Phase V	Phase VI
	(Cumulative Enrollments (in thousands)						
1. Five-year olds:							
a) Kindergarten	2700	3000	3300	3600	3800	3800	3800
b) Day care supplementing kindergarten	50	150	300	450	580	580	580
c) Enrichment of kindergarten programs for the disadvantaged	10	100	250	400	600	600	600
2. Four-year olds:							
a) Nursery schools	650	800	1000	1200	1400	1600	1900
b) Day care	125	200	275	400	530	530	530
c) Mini-programs	5	25	100	225	350	550	710
3. Three-year olds:							
a) Nursery schools	100	200	350	550	750	950	1350
b) Day care	125	200	275	350	350	350	350
c) Mini-programs	5	15	75	150	225	350	450
4. Under three-year olds:							
a) Nursery schools	50	75	100	150	225	350	500
b) Day care	30	60	120	200	300	525	600
c) Mini-programs	5	25	100	225	350	555	790
SUMMARY							
Kindergarten	2700	3000	3300	3600	3800	3800	3800
Nursery	800	1075	1450	1900	2375	2900	3750
Day care	280	460	670	950	1180	1405	1480
Mini-programs	15	65	275	600	925	1455	1900
Growth - Each Phase							
Kindergarten	100	300	300	300	200	-	-
Nursery	50	275	375	450	475	525	850
Day care	110	180	210	280	230	225	75
Mini-programs	15	50	210	325	325	530	445
Total	275	805	1095	1355	1230	1280	1370

TABLE VII - 2
p. 1

FEASIBLE GROWTH IN PROGRAM BY PHASES -- ADVANTAGED AND DISADVANTAGED CHILDREN

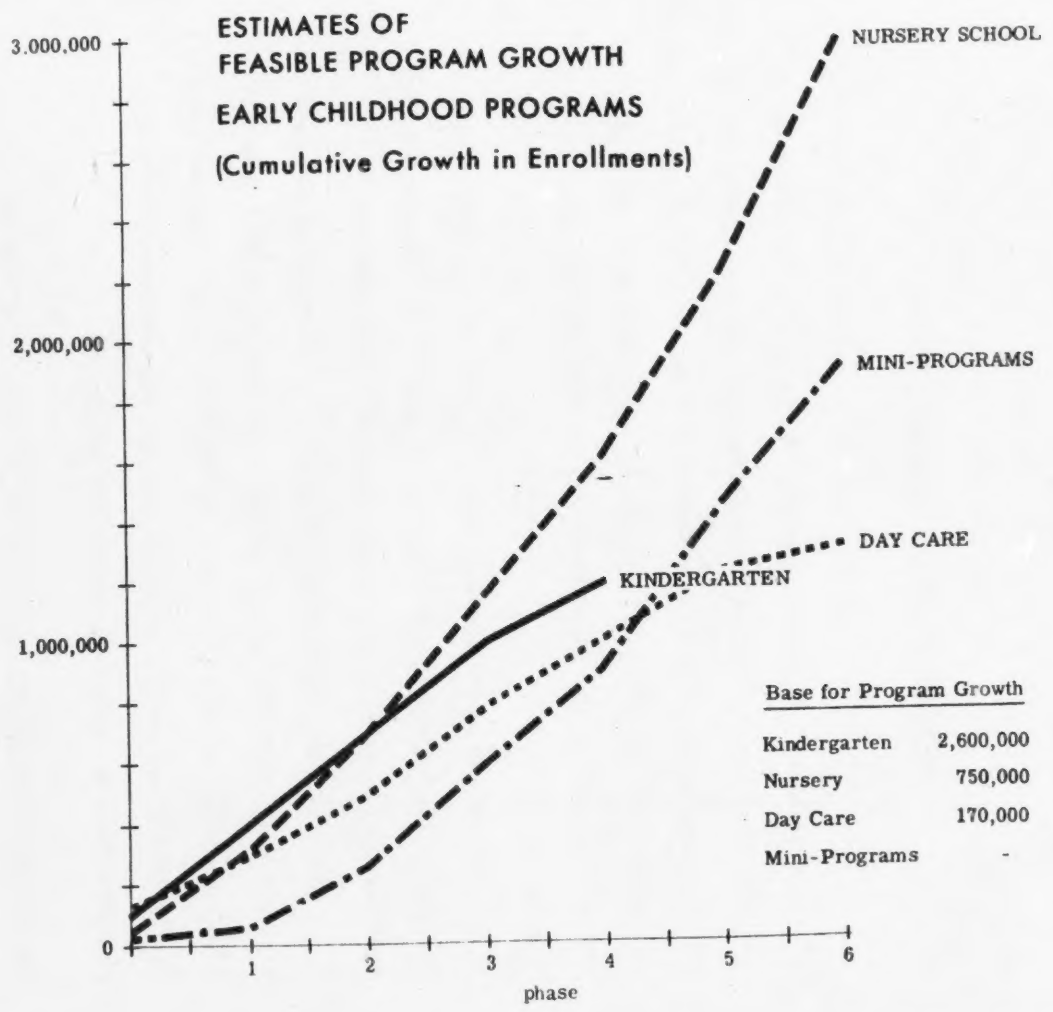
	Phase					
	I	II	III	IV	V	VI
	Growth Figures for Each Phase (in thousands)					
Five-year olds						
1.a. Kindergarten:						
Disadvantaged	100	100	75	--	--	--
Advantaged	200	200	225	200	--	--
b. Day care supplementing kindergarten:						
Disadvantaged	100	100	75	--	--	--
Advantaged	50	50	75	105	--	--
c. Enrichment of kindergarten:						
Disadvantaged	90	150	150	190	--	--
Four-year olds						
2.a. Nursery schools:						
Disadvantaged	100	100	100	50	--	--
Advantaged	50	100	100	150	200	300
b. Day care:						
Disadvantaged	50	50	50	--	--	--
Advantaged	25	25	75	130	--	--
c. Mini-Programs:						
Disadvantaged	20	55	70	--	--	--
Advantaged	-	20	55	125	200	160
Three-year olds						
3.a. Nursery schools:						
Disadvantaged	75	100	150	25	--	--
Advantaged	25	50	50	175	200	400
b. Day care:						
Disadvantaged	50	50	25	--	--	--
Advantaged	25	25	50	--	--	--

TABLE VII - 2
p. 2

FEASIBLE GROWTH IN PROGRAM BY PHASES -- ADVANTAGED AND DISADVANTAGED CHILDREN

	Phase					
	I	II	III	IV	V	VI
Three-year olds (con't)						
c. Mini-Programs:						
Disadvantaged	20	50	75	--	--	--
Advantaged	-	25	50	75	75	75
Under three-year olds						
3.a. Nursery Schools:						
Disadvantaged	25	25	50	50	75	50
Advantaged	-	-	-	25	50	100
b. Day care:						
Disadvantaged	30	50	60	70	70	--
Advantaged	-	10	20	30	155	75
c. Mini-Programs:						
Disadvantaged	20	50	75	75	125	100
Advantaged	-	25	50	50	80	135
SUMMARY						
a. Nursery schools:						
Disadvantaged	195	225	300	125	75	50
Advantaged	75	150	150	350	450	800
b. Day care:						
Disadvantaged	150	150	135	70	70	-
Advantaged	50	60	145	235	155	75
c. Mini-Programs:						
Disadvantaged	60	155	220	75	125	100
Advantaged	-	70	155	250	355	370

CHART VII - 1



ESTIMATES OF
FEASIBLE PROGRAM GROWTH
EARLY CHILDHOOD PROGRAMS
(Cumulative Growth in Enrollments)

CHAPTER VIII

MANPOWER FOR EARLY CHILDHOOD PROGRAMS

This chapter is concerned with (a) assessing the current status of early childhood manpower programs, (b) analyzing the character of qualification and certification requirements, (c) estimating the amounts of qualified manpower which are needed to meet the program growth model, (d) describing the steps which might be taken to provide such manpower, and (e) describing the steps necessary to keep manpower continually trained. 1/

The estimates of manpower needs in this section are related to the Model for Program Growth found in Chapter VII. Changes in that model would necessarily affect the figures in this chapter.

This chapter deals almost totally with those staff who work directly with children, either in the classroom or in mini programs. Brief attention is given to needs for staff in related program elements (e.g., social and health services) but the manpower needs of these elements deserve further attention and analyses.

The conventional pattern of qualification and certification

The conventional pattern of qualification requirements for certification has, in the past, the following elements:

1/ The word "training" is used in this paper to include the entire range of development activities from orientation to formal education. It also includes planned experiences designed to enhance the abilities of the individual.

1. Graduate level education for lead teachers and supervisory personnel
2. Baccalaureate level education for beginning teachers.
3. Associate degree level education for aides.
4. Preservice and in-service training for both professional and preprofessional personnel.

In recent years there have been some changes in that:

1. Persons with high school education or less are being employed as preprofessional aides.
2. In-service training is being complemented by academic education through activities such as the supplementary training available to Head Start employees. Many of these programs are expected to lead to a form of certification

This conventional pattern of certification requirements is, however, characterized by wide disparity in such requirements, and in some cases there are no legal requirements at all. One of the peculiarities in some States is the fact that persons with a background in child development, as opposed to early childhood education, cannot be certified to work in public school kindergartens or nurseries In other cases, the requirements established for work in day care centers are substantially different from those for nurseries or kindergarten.

Certification programs are administered by a variety of agencies -- preponderantly departments of education and health In some cases, jurisdictions overlap and dual approvals are required.

The question of qualifications (and consequent certification requirements) is, of course, a critical one in terms of the early childhood programs. On the one hand, properly developed and administered requirements can contribute significantly to improving the quality of programs. On the other hand, improper or unrealistic standards can actually lead to lower program quality (e.g., when the same requirements are used for certification of high school and nursery staff). In the same vein, unrealistic standards can lead either to no programs at all, or to a proliferation of programs conducted outside the requirements of regulations. This was probably the case in many of the early Head Start programs. The need, and public demand for, those programs was so overwhelming that sympathetic officials simply ignored the requirements.

Need for Effective Qualification and Certification Requirements

There is then, a critical need to develop qualification and certification requirements which will:

1. Insure a continuing improvement in program quality
2 Make possible such acceleration of program growth as is consistent with offering children greater opportunities than would otherwise be available to them. In other words, it seems most unwise to insist on a person with graduate level qualifications to administer a day care center, when the alternative is leaving children unattended in their own home. The problem, of course, is how to draw the line in cases which are less clear cut, e.g., can a person with three years of college be permitted to act as a head teacher, or can an experienced aide with minimal formal education be permitted to assume responsibility for a class?

It is my view that criteria can be developed which will permit each State or community to establish requirements which are appropriate to its own situation. These criteria may result, for some time to come, but not permanently, in differing qualification and certification requirements among jurisdictions. The list below suggests such criteria.

1. The conventional dichotomy between preprofessional and professional should be modified by the introduction of intermediate levels of progression; e.g., senior aide, assistant teacher, associate teacher, etc. Wherever possible the boundaries between such categories should be kept sufficiently flexible as to permit all members of the classroom team to develop effective working arrangements This may mean that individuals classified at lower levels perform duties at higher levels prior to the time they are formally qualified to do so.
2. Entry level preprofessional positions should contain no formal educational requirements. Demonstrations of competency in speech, reading or other essential skills may, however, be quite appropriate.
3 Strenuous efforts should be made to develop measures of performance to complement academic degrees in

determining qualifications for professional level positions. Even in the absence of **concrete** performance measures, every certification system should allow for the qualification of individuals who show unusual evidence of ability in their performance. Perhaps some arbitrary protective device may be needed to prevent abuse of this criterion (e.g., limiting certifications on the basis of performance to ten per cent of total certifications).

4. The holding of advanced degrees as an essential requirement for higher level (e.g., supervisory or leadership) positions should be gradually phased out in favor of thorough evaluations of performance. The value of a higher degree should be manifested through a higher level of performance. In the absence of superior performance, the possession of an advanced degree seems inadequate justification for appointment to a position.
5. Communities with serious shortages of qualified personnel should be encouraged to use appropriate interim standards, provided that these are accompanied by

unusual investments in staff development. Thus, for example, a community without sufficient numbers of persons holding baccalaureate degrees might accept associate degrees for professional positions, but arrange for such staff to have a full day of in-service training each month.

6. The academic community should be encouraged to tailor courses to the particular backgrounds of students, and to waive the required number of credits for degrees for mature individuals who demonstrate unusual talent.

Basis for Estimating Manpower Needs

The estimates of manpower needs in Table VIII-1 and VIII-2 are based on our present state of knowledge. In general, I used as my point of departure the criteria currently used in Head Start and the Federal Interagency Day Care Requirements. To meet fully those criteria, however, it should be remembered that volunteer personnel would augment the numbers shown in Table VIII-1. **Furthermore these estimates also cover programs for advantaged** children -- programs which I believe would generally require less intensive manpower than those for the disadvantaged. The effect of these considerations is shown in the following example:

--The Head Start standard on programs for five-year olds is three staff members per class of 15 to 20 children

- One of the persons in a Head Start classroom is presumed to be a volunteer.
- Recognizing that in the case of advantaged children acceptable class size might range from 20 to 25, I have used an average figure of 20 children per class in making these estimates.

It should be noted that the estimates for both mini-programs and infant care programs are based on very fragmentary information. Furthermore, experience may significantly modify these ratios.

Estimates of need for Qualified Manpower, Phases I-VI

In making these estimates of manpower needs, I have:

1. Developed ratios of supervisory, professional and preprofessional personnel to children enrolled in the various categories of programs. (See Table VIII-1.)
2 Translated these into the total numbers of new personnel that would be required for each program growth phase (See Table VIII-2).

Table VIII-2 shows a need for an additional 456,400 professionals (including supervisors) and 529,200 preprofessionals to be trained. Assuming the maximum feasible rate of growth this would require increasing staff at the average rate of 19,000 professionals and 22,000 preprofessionals per year. At present, we graduate approximately 5,000 persons in this field annually, and train approximately 10,000 preprofessionals to meet present needs. Thus, even the most rudimentary analysis indicates that extraordinary efforts would be required to provide the manpower required by the program growth model. The details of that effort are considered below.

Approaches to providing qualified manpower

If we are to have any realistic hope of providing the manpower needed to meet these requirements, it is apparent that we will have to alter substantially our present arrangements for producing manpower. For this purpose, we need to consider the following facts which are based on the calculations in Tables VIII-3, VIII-4 and VIII-5.

1. The capacity of existing institutions to expand rapidly is limited. It is my judgment that they cannot be expected to achieve an annual increase of more than 10 percent in the number of graduates. On that basis, they would be able to meet less than

16 percent of the need for professionals by the end of the second phase, and less than 40 percent by the end of the fourth phase. In fact, it would be three years after the end of the final phase before they were able fully to meet the need.

2. If the existing institutions were to concentrate on achieving a 10 percent growth rate in developing new professional personnel, they would have little time, if any, left for developing the nearly 600,000 preprofessionals who are needed.

I therefore suggest that a multi-phased approach is needed, involving the following elements:

1. Four-year and graduate level departments would be encouraged to give primary attention to:
   a) Development of teaching and leadership personnel.
   b) Consultation and support to the development of early childhood programs at other institutions.
   c) Leadership in the development of in-service training programs, and

d) Expanding the level of four-year graduates by approximately 7 percent to 10 percent each year. This would increase the annual level of graduates from 5,000 to a maximum of 14,000 by 1980.

2. Four-year institutions presently without programs would be encouraged to give primary attention to:

   a) Developing programs to train four-year graduates in sufficient quantities to increase annual output by 10 percent to 13 percent each year. This would mean a minimum annual output of 14,000 graduates by 1980.
   b) Supplementing the efforts of existing institutions to support in-service training.

3. In order to meet the deficits in professional personnel during the early years of expansion:

a) It will be necessary to develop an extensive recruitment and restraining program for persons with B.A. degrees in other fields. Such a program would aim at recruiting a maximum of 100,000 persons by 1981, but would decline in importance after that point.

b) It will also be necessary to encourage the use of preprofessionals with substantial experience and/or training in professional level positions. This would add approximately 133,000 persons by 1989 and begin a gradual decline thereafter.

Persons in categories (a) and (b) would be expected to earn approximately twelve hours of academic credit prior to or during their employment.

4 Training of preprofessionals would be achieved under a variety of auspices including:

a) Extensive use of community or junior colleges.

b) Utilization of various manpower training programs -- primarily those sponsored by the Department of Labor and the Office of Economic Opportunity

c) Developing training programs at the high school level.

In sum, these programs will need to provide an average of one year's training to 20,000 to 25,000 persons each year. Such training would probably be spread over several years for any individual person.

5. An extensive effort to develop improved methods of training, which would both improve the quality of training and shorten the time and personnel resources required for training. Among the promising leads for improvement are:

    a) Use of technology including television audio-visual materials and programmed instruction.

b) Development of correspondence and other self-study materials

c) Substantial increases in the proportions of in-classroom training. Similarly, involvement in teaching at a much earlier point in the individual's academic career

Training and Career Development after Employment

Most of the discussion above has been concerned with training prior to, or in the early stages of employment. However, no discussion of training would be adequate without serious attention to the need for post-employment training as a part of career development. In Chapter IV, I placed great emphasis on the changing nature of knowledge and the necessity for close linkage between those who are developing knowledge and those who should be using it. In developing effective post-employment programs, the following factors should be borne in mind:

1. Day-to-day supervision is a significant portion of training. Supervisors need to recognize that fact and should be trained to use supervision as a tool of training

2. Much existing training is not achieving its goals because (a) it fails to respond to the felt needs

of staff, (b) it lacks any quality of stimulation and leadership, or (c) it is conducted by persons in whom the staff has little confidence.

3. A great deal of learning takes place within peer groups In a period of expansion there will be a serious shortage of academic personnel. It therefore becomes even more important to draw upon the skills of successful practitioners for the conduct of training programs. Similarly, there are resources such as professional organizations which can make a substantial contribution.

4. Career training programs operate well when they are (a) carefully planned, (b) geared to a meaningful system of employee evaluation, and (c) tied to advancement in the system.

5. The organization of career training takes time, and should be carried out by a staff with this specific responsibility and with adequate time.

6. The parts of training programs need to relate to the whole. One of the major reasons for break-

> down in training is that different parts of the staff are trained toward different objectives. The classic case is the aide who is trained to perform significant tasks in the classroom, only to find that the teacher does not see these tasks as legitimate roles for the aide.

Career Training for Preprofessionals

The preprofessional groups will include those who are capable only of limited advancement and those who, with proper training, can advance to professional status. As indicated in the materials above, I believe that there should be a series of stages of progression for preprofessionals. This would permit them to advance fairly rapidly in the early stages of employment. Thus preprofessional training must be designed to change and grow with the individual.

At the early stages of employment, two distinct types of training will be necessary: (1) Training in basic skills, such as reading and mathematics for those individuals who have limiting educational deficits, and (2) training in those specific skills necessary for use in the classroom Many individuals may require only the latter type of training.

As the preprofessional demonstrates his potential for advancement, a third category of training will become necessary; namely, training which leads to professional insights into the basic knowledge and theoretical structure of early childhood programs. Thus, there is a range and a continuity of training needs which parallels steady career advancement

In designing preprofessional training, the following points need to be kept in mind:

1. Many of the individuals involved will have been away from formal education for some time and will need special help in reentering it.

2. The presentation of materials will need to be graded to the background of trainees.

3. In the early stages, it is particularly important that the individual be able to see a direct relevancy between the training and the work which he is doing.

4. Many individuals in preprofessional employment will find that their interests are really in fields other than early childhood (e.g., they may find themselves more interested in health,

recreation or neighborhood organization careers) Early training should therefore be concentrated on core information about human services. This will give the individual some flexibility in terms of his future development.

5 Specific rewards in the form of advancement, higher pay and academic credit should be tied to successful completion of training components.

6. Training should be conducted at times and places convenient to the preprofessionals to facilitate the individual's progression to higher levels.

The organization of training for preprofessionals can take a variety of forms including (a) in-service training, conducted within the center and primarily by the center's own staff, (b) general training conducted on an area or community-wide basis by the organization sponsoring the program, (c) training conducted by employee associations on behalf of their members, (d) training available through the community's adult education programs, and (e) academic education at the junior college or college level. It is probable that large programs will need to use most of these forms. In the interests of the staff, however, there are advantages to the use of category (f) -- academic institutions They offer the individual a great sense of self-worth and they offer him a start on the road to professional recognition

Training for Professionals

The techniques used for training of professionals vary in degree from those needed by the preprofessional. There is, first of all, greater emphasis on the particular interests of the individual. Secondly, there is a greater capacity for working on an individual basis. Over the years, a wide variety of techniques have evolved for training of professionals. Unfortunately, many of them have fallen into disrepute because of poor execution or because of a tendency to irrelevancy, monotony and rigidity. In order to overcome these problems in the future, I suggest that:

1. Trainees should have a great deal more impact on the development of the training program or curriculum.
2. Trainers and practitioners should regularly interchange their roles.
3. Much greater emphasis should be given to peer training -- to the development of programs in which professionals help one

another to learn. This might include the development of buddy systems, the use of coaching, and other similar techniques.

4. Much greater emphasis should be given to the development of planned experiences, in which the individual selects a different type of assignment, or chooses a new method of working which is calculated to make him think through his current philosophy and practice.

5. Serious efforts should be made to improve the techniques of staff evaluation in order to provide a basis for training.

6. Much greater attention should be given to training in the fields of (a) interpersonal and human relations, and (b) leadership and supervision.

With these principles in mind, I believe it is possible to design a system of effective professional training. One model for such a system follows.

The Quadrennial Career Plan (QCP)

It is suggested that each individual who has reached professional status (either through a Bachelor's degree or through an experience evaluation system) be required to participate continuously in a series of Quadrennial Career Plans (QCPs). Each QCP would involve a group of activities tailored to the self-identified needs of the individual, and carried out under the auspices of an organization selected by him.

In each four-year period, the individual would be expected to:

1. Make major progress toward an advanced academic degree (e.g., completion of the M.A. requirements or completion of the course work for a Ph.D.); or
2. Participate for a full year in an "experimental teaching" or in a related professional assignment. (At least every other QCP should involve this kind of experience); and
3. Complete a comprehensive self-analysis of skills and knowledge; and
4. Undergo a thorough performance evaluation by qualified examiners; and

5 Participate significantly in (not simply attend) a major professional development meeting.

Each QCP should be so developed that the individual will have at least one of every four years as a time in which there are no major developmental activities required on his part.

The individual may carry out his QCP at his option, under the auspices of (a) the employing organization, (b) a professional or union organization, (c) a college or university, or (d) a special purpose organization formed to develop and implement QCP's. The portion of QCP costs paid by the employing organization should be the same regardless of auspices.

Successful completion of each QCP should bring advancement in salary; unreasonable failure to carry out a QCP should be grounds for withholding salary advances or for termination of employment.

A final word on the organization of training activities

The preceeding material suggests the complexities involved in the development of effective training programs. It is my view that carrying out such programs requires not only full time people, but people whose career interests are specifically pointed at training programs. Such individuals may or may not themselves be experts in child development, but they must have an expertise in the dynamics of adult development.

It is also my view that very few small organizations can afford to employ a training specialist, and that they therefore need to find ways of associating with similar organizations or with a larger organization which has the necessary competence.

Finally, I believe, as suggested in Chapter IV on knowledge, that there must be firm arrangements for continuing coordination among practitioners, training institutions and those specifically engaged in the development of knowledge.

These kinds of organizational needs may lead to the creation of:

(a) Centrally directed community-wide training programs.

(b) Consortia of training organizations, sometimes in combination with operating organizations.

(c) Development of technical consultation on the creation of training programs.

Each of these arrangements should be considered by those responsible for manpower development.

CHAPTER IX

THE PROVISION OF FACILITIES FOR EARLY CHILDHOOD PROGRAMS

Growth of the magnitude suggested in the Program Growth Model will, of course, require substantial numbers of new facilities. Table IX-1 and Chart IX-1 show the numbers of children for whom it is estimated that facilities would have to be constructed in each of the six phases of the Program Growth Model. In preparing this analysis, it was assumed that construction (or major renovation) would be undertaken only after all other possibilities of providing space have been exhausted I suggest that approach because:

1. I suspect that changes in our state of knowledge will radically shift the balance between classroom oriented programs and mini-programs. The latter, of course, do not require facilities in the ordinary sense
2 I believe that a great deal more can be done in the way of using already available public and private space through imaginative techniques of renovation and multi-purpose use.

3. The mobility of our population not only among communities, but within communities, makes it extremely difficult to anticipate areas in which facilities will be permanently required.

The estimates of new space required which are used in Table IX-1 are, at best an educated guess, since no nationwide survey has ever been made. The estimates are national averages and we can expect wide variations in specific communities. For example, some rural areas and some ghetto areas are totally lacking in facilities suitable for use in early childhood programs. Most suburban and non-ghetto urban areas do have significant amounts of potentially useable space in community buildings, churches and private facilities which are often unused at the times of day needed by early childhood programs.

The figures in Table IX-1 indicate a relatively low need for construction of facilities in the first phase -- space for 55,000 children in nursery schools and 25,000 in day care. By phase VI, however, the need has risen to a level where space is required for 725,000 children in nursery schools and day care programs.

Locating Facilities

There is a great deal of diversity in thinking about the factors which should be used in selecting sites for facilities. Among the contrasting viewpoints are the following:

1. Locating day care facilities convenient to the mother's place of employment, vs. locating near the child's home.
2. Locating facilities within a school building, vs. locating them on sites which are clearly distinct from the school program.
3. Locating facilities so as to serve an immediate neighborhood, vs. locating them so as to serve families of varying economic and social backgrounds.

It is not easy to give categorical answers to these questions. I would suggest, however, that:

1. Children do not suffer unduly from traveling for periods of 40 to 50 minutes. If it is beneficial to the program to take the child a greater distance within these time limits, it would be wise to do so. On the other hand, if future program developments result in a need for flexible time scheduling for individual children, we may, as a practical matter, have to have centers within walking distance. For example, children may be encouraged to come in

to the center for a few minutes a day when they feel like it.

2. It is desirable to have programs in a location which permits parents to visit during the day As a practical matter, however, most parents will use this opportunity only occasionally, and are probably willing to make an effort to travel a bit further The working mother will rarely take time to visit a center even though it is close to her place of employment. (This situation may be somewhat different with respect to very young children.) Therefore, I would be more inclined toward locations which are convenient to the child's home and siblings, rather than to the place of employment. In those situations where an employer wishes to provide day care for his employees, he may want to explore the possibility of paying for the day care in a neighborhood facility, rather than providing the facility at his own place of business.

3. Early childhood facilities which are in or near schools have the opportunity to use the school's resources, not the least of which are children attending the school. (See Chapter X p. 2.) On the other hand, I believe there are problems which develop in large programs involved. Large facilities have a way of requiring more rules, reducing flexibility (e.g., the playground is only available at a certain time) and psychologically overwhelming the child. Good architectural design can reduce, but not wholly overcome these problems. I therefore would prefer arrangements in which the center is close enough to a school to draw upon its resources, but distant enough to be viewed by the staff and children as their own.

Types and Design of Facilities

This paper is not the place for an extensive discussion of the criteria to be used in selecting the type of facility, nor in designing it. I do think it important, however, to note that there are a great many assumptions made about facilities which should be carefully thought through before being accepted. For example, is it really correct that:

-- All facilities need to be on the first floor?

-- Every room must have outside lighting?

-- Basement rooms are never suitable?

-- Portable buildings are always bad because they deteriorate so quickly?

I believe that each of these questions can sometimes be answered in the negative. The facts need to be examined in terms of modern technology, rather than exclusively on the basis of prior experience.

Communities should give consideration to a wide variety of facilities before undertaking to construct a new facility. These include:

-- Mobile facilities.

- An individual home or apartment.

- A store or office building

-- Commercial or industrial facilities.

-- Church Sunday schools

-- Armories, social clubs and recreational facilities.

Obviously, most of these will require renovations or adaptations in order to be useful. However, their advantages in terms of location and costs will often make the effort worthwhile.

Chapter IX

7

Costs and Financing of Construction

It is commonly assumed that construction of facilities is enormously expensive. In fact, however, various studies have indicated that the average nursery school center can be constructed for a cost of $2,000 per child and a day care center for $2,400 per child. These figures are roughly equal to operating expenses for a two-year period. Chart X 2 shows the amount of funds which would be required to meet the needs of the program model.

Financing of facilities presents a great many problems, particularly when they are not owned by a public agency. Yet these facilities have both social value and potential income which should justify support by the public and by financial institutions. The situation is not unlike that of a YMCA, a church, or a cooperative nursery school. All these kinds of institutions are able to borrow in the commerical market. There is no apparent reason why a case cannot be made for similar treatment of early childhood programs.

In the case of programs for the disadvantaged, the facility may need special support in the form of loans, grants or mortage guarantees from public agencies.

TABLE IX - 1

ESTIMATE OF CONSTRUCTION REQUIREMENTS 1/
FOR PHASES I-VI of the Program Model
(In Thousands)

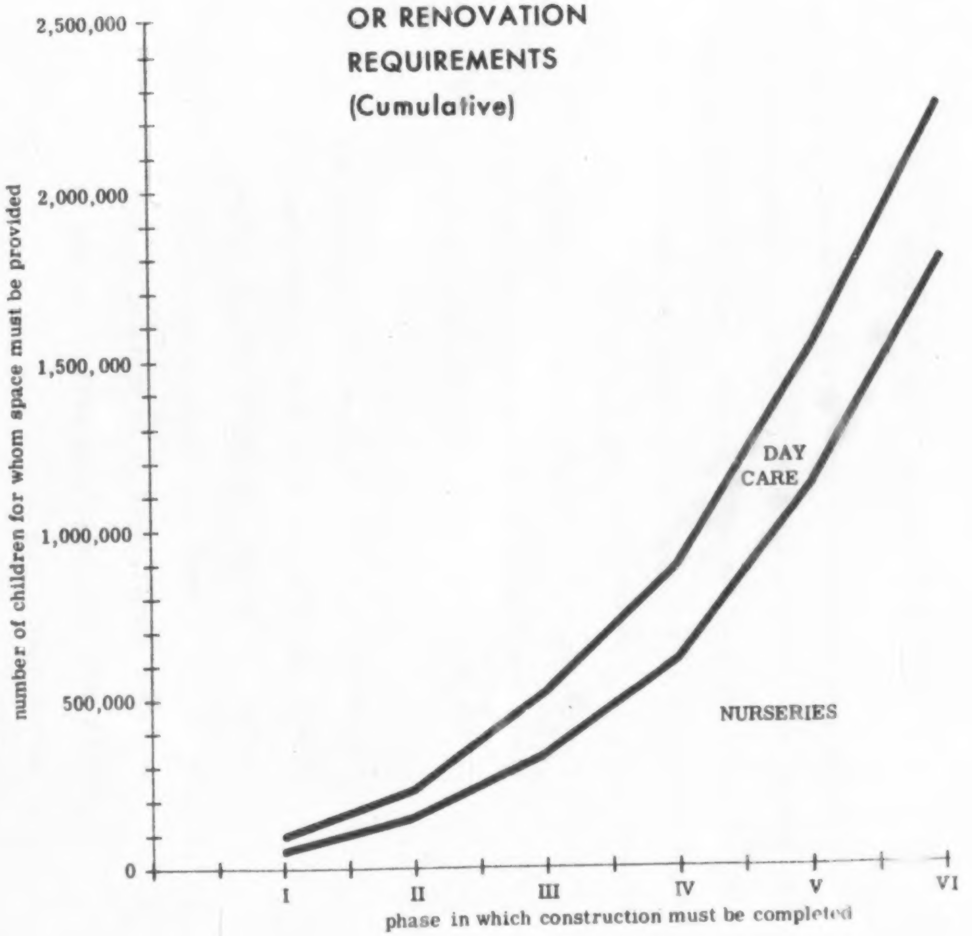
Phase	I	II	III	IV	V	VI	(Totals)
A. Nurseries - Growth in							
Numbers of children	325	375	450	475	625	750	
Cumulative numbers of children	325	700	1,150	1,625	2,250	3,000	(3,000)
Proportion of each increment for which space is available	80%	75%	60%	40%	20%	10%	(60%)
Number of children for whom new space must be provided (each period)	55	95	180	285	500	675	
(cumulative)	55	150	330	615	1,115	1,790	(1,790)
B. Day Care - Growth in							
Numbers of children	290	210	280	230	225	75	
Cumulative numbers of children	290	500	780	1,010	1,235	1,310	(1,310)
Proportion of each increment for which space is available	85%	75%	65%	55%	45%	35%	(34%)
Number of children for whom new space must be provided (each period)	25	50	100	100	125	50	
(cumulative)	25	75	175	275	400	450	(450)

Note 1 - Proportions of construction for day care children are lower on assumption that many will be served through family day care.

1/ Includes spaces which may be provided through such extensive renovation that it is equivalent to new construction. Other facilities which require major renovation, short of major rebuilding are not included in these totals.

CHART IX - 1

CONSTRUCTION OR RENOVATION REQUIREMENTS (Cumulative)



CHAPTER X

PARENT EDUCATION AND EARLY CHILDHOOD

A number of contemporary observers have remarked upon the paradox that parents are generally better educated (in a formal sense) than prior generations; yet, the modern parent seems far less confident of his ability to help his children to develop. The causes of this phenomenon may include the following:

1. The growth in our understanding of how complex human development is, with a consequent increase in the parent's feeling that he cannot know enough.
2. A plethora of expert teachers, psychologists and others, who continue to caution parents that they should not do what the experts can do better (e.g., don't teach your child to read before he enters school, even if he wants to learn; don't help your child with math -- you may confuse him).
3. The complexities of modern life which channel a great deal of parent energy and activity into other outlets.

The net result is not only a deterioration in confidence, but a tragic decline in the quality of interaction between parents and children. This deterioration, beginning in the years of early childhood, sets the stage for further alienation and separation in later years

Types of Activities

It should be a first task of those interested in children to reinforce and expand the role of parents as an essential ingredient of child development. That effort seems to me to involve several specific but interrelated activities:

1. Parenthood should be a part of the school curriculum at all levels. The formal academic materials should, wherever possible, be developed as an element of the general curriculum rather than being limited to specific courses in child rearing or family life education Great emphasis should be given to providing opportunities for older children to work with younger children. Adolescent and teenage children can play important roles in both child development centers and mini-programs.

2. Additional opportunities for older children to work with young children in a service context should be created outside the school system. These may include the supervision of children's play, tutorial activities, big sister and brother programs and opportunities to care for children on a full time, short term basis (e.g., during a parent's vacation).
3. Mechanisms should be created which will facilitate the exchange of information and views -- parent to parent and parent to professional. These might take the form of parent association, study groups, seminar programs or adult education programs. Courses for expectant parents should be readily available and advertised.
4. Child development programs should consciously strive to create opportunities for:
    - a) The parent to be a part of the center's program.
    - b) The parent to carry out in the home activities which will complement and extend the center's activities.

c) Building into the center's program activities which build upon the activities of the parent (e g., using a father's employment or a family vacation as the focal point of a learning experience).

The center's role needs to be an active one. It should not wait for the parent to volunteer, but should reach out actively to involve him.

5. Mechanisms should be developed which make it necessary for parents to share in the process of deciding about programs for their children Such decisions should be a product of parent and staff interaction through some formal device, such as a board of directors or policy advisory committee.
6. Parents should be encouraged to organize child development activities on their own initiative, whether or not other programs are available.
7. Great emphasis should be given to efforts to develop techniques and materials which will help parents to work with their children.

Dimensions and Costs

In my view, the objective should be to reach every parent and potential parent through one or more of the activities described above. I have not attempted to cost out the personnel and funds required, but the unit costs would be relatively low.

CHAPTER XI

THE IMPACT OF EARLY CHILDHOOD PROGRAMS ON THE PRIMARY YEARS OF SCHOOL

In the definitions which preface this paper, it is assumed that the early childhood years extend into the primary years of school specifically through age eight or nine. This section examines two questions:

1. The applicability of preceding sections to the program and curriculum in the early years of primary school.
2. The possible impact on the primary years of a substantial growth in preschool programs.

Program and Curriculum in the Early Years of School

In prior chapters, I have emphasize the importance of individualizing programs for young children. It seems to me that that principle is equally applicable to the early primary years. Yet our practice is for the most part designed to achieve a uniform approach to the education and development of children. They are expected to:

1. Enter into the school system at a specific age (usually statutorily prescribed)

2. Attend school for a standard number of hours a day and days per year.
3. Follow a standard curriculum and proceed at a predetermined rate of progress.
4. Achieve physical and mental proficiencies in accordance with stated norms.

In recent years a quiet and limited degree of change has been taking place in these concepts. The most important sign of change is the growing popularity of the ungraded primary bloc as a method of organizing the first three grades. Interestingly, the kindergarten is generally treated as a separate element unrelated to the primary bloc. Another sign of change is the introduction of many new elements into the primary curriculum -- particularly in the area of mathematics and science. While these new elements are uniform is a sense, the method of presenting them does, in practice, permit a good deal of individual treatment and development.

If, in fact, the early primary years should be operating from the principle of individual development, there are a number of additional changes which need consideration.

1. The numbers of staff or volunteers must be adequate to permit working with children on an individual basis.

2. Some flexibility needs to be introduced into the age criteria for admission into school. I suspect that the numbers of children who will enter a school at younger ages and older ages will about balance one another.
3. In addition to flexibility in age criteria, there should be variations in the length of time a child attends. Some six-year-olds need only a day or two a week; other children should have eight hours rather than five a day.
4. Proven technology should be quickly incorporated into the classroom to permit a child to pursue his own areas of developmental interest.
5. The evaluation of progress needs to be much more closely related to individual capacity than to national norms.
6. The program and curriculum needs to be geared to the total developmental objectives described in Chapter I of this paper.

The Impact of Preschool Programs on the Primary Years

Children who have had a substantial exposure to preschool programs will present a challenge to the staff of primary programs. If our assumptions are correct, each children will enter school at a much advanced stage of development than their peers. Each community needs to be thinking about these changes as their preschool programs evolve. That calls for the closest degree of coordination between those who operate preschool programs and the schools. It is important, however, that coordination be for the purpose of gearing preschool down to what children are likely to find in the primary years.

CHAPTER XII

"FOR PROFIT" ORGANIZATION AND EARLY CHILDHOOD PROGRAMS

In this chapter, I am concerned with the way in which private for-profit organizations can play a role in (a) the development and supplying of technology and materials for early childhood, and (b) the delivery of services. A third question, the role of the private economy in financing early childhood programs (e.g., day care) is not discussed here. It should, however, be a part of any general analysis of the methods of financing programs.

Supply of Technology and Materials

In recent times, there has been a substantial growth of interest in early childhood by American businessmen. Numberous conferences and meetings have been devoted to an attempt to pin down the specific needs and opportunities in the field. Several companies have assigned personnel to work specifically on early childhood. At least one major company has been formed to concentrate specifically on the field. What are some of the problems which such organizations face?

1. There is a latent skepticism and, in some cases hostility among professionals toward business ventures in this field, based on the largely undistinguished record of business in the past, and the repeated examples of products sold but not used.

2. There has been, and continues to be, a great deal of uncertainty as to whether there will be a rate of program growth which would justify the investment of private research and development funds.
3. The gaps in our knowledge of what constitutes effective use of materials, and the disagreements among professionals as to the value of various approaches has tended to make product acceptance dubious at best.
4. Most companies have concentrated on the development of specific product items or materials without considering their relationship to overall systems or approaches to child development.
5. There is a persistent view that quite simple techniques and materials have as much or more use than the most sophisticated industrial products. Thus, "beautiful junk" is to some leaders a more useful tool than the talking typewriter.
6. Vastly, a tendency on the part of some businessmen to overstate the usefulness of their products

and, in some cases, to misrepresent the research which has been done on their products has undermined public confidence in business

The net result of these factors is that the private economy has not made the kind of contribution which I believe it is capable of making. I do not believe we can afford to overlook this most valuable resource. As indicated in Chapter VII changes in technology could substantially accelerate the program growth model and perhaps dramatically alter manpower and cost factors. In order to involve industry, I believe the following steps are necessary:

1. Leaders in the child development field should be encouraged to develop specifications of needed products and criteria for product acceptability. An interesting effort in this direction was the recent publication by a group of child development experts of a set of criteria on educational television for preschoolers.[1]

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[1] Television Guidelines for Early Childhood Education, available at the National Instructional Television Center, Box A, Bloomington, Indiana 47401

2 Business firms should establish continuing contact with child research organizations and with program operators. The former can be both a source of ideas and means of product evaluation. Program operators also have much to offer in identifying needs, suggesting ideas for products and evaluating product usefulness.

3 Business firms should shift the balance of their efforts from the individual product to the development of systems embracing a variety of products.

4. Business should recognize its responsibility to follow through on the sale of products by:
   a) Training staff who will use the product.
   b) Identifying and correcting factors which inhibit product usage.
   c) Servicing products effectively.
   d) Continously modifying products based on operating experience.

5. Business should establish some form of industry policing which will stimulate the development of quality products and assure the reliability of advertising

6 In the awarding of research and development contracts, the Government should give the same consideration to the abilities of businesses as it does to academic institutions.

7. Government should, to the extent feasible, describe the dimensions of anticipated growth in private and public support for early childhood as a basis for business planning. An elaboration and continuous updating of the Program Growth Model would perhaps serve that purpose.

8. Training institutions and business firms should establish a communication which enables the training institution to remain current on developments in technology and materials. Such information should be introduced regularly into training programs. Similarly, program operators should make sure that their staffs regularly learn of, and have a chance to try new developments in

technology and materials. In this connection, the Quadrennial Career Plan suggested in Chapter VIII would offer an excellent vehicle for staff to try out new technologies and materials.

Business as a Provider of Services

A number of "for-profit" organizations are already engaged in providing nursery school and day care programs. As a matter of fact, if one counts the individuals who operate on an unincorporated business basis (e.g., the woman who has a play school or day care center in her home), a substantial proportion of early childhood programs are being provided on a "for-profit" basis.

Very recently, an interest appears to be developing in larger scale organizations to provide child care services. Two interesting examples of this trend are the establishment of companies to:

1. Franchise day care centers.
2. Establish preschool learning centers.

The use of "for-profit" organizations has also received some stimulus from the interest of poverty groups, who see business programs as offering an alternative to unsatisfactory publicly operated programs.

The notion of contracting and paying on a performance basis has been extensively discussed, but to my knowledge not implemented.

The same type of attitudes toward business which prevail on the sale of products exist with respect to services. If anything, there is more opposition. Again, there is some justification in terms of the record of "for-profit" programs some of which provided abysmally poor programs for children. On the other hand, I believe that the records are as much related to what people were willing or able to pay for service, as to excessive profits on the part of program operators. Actually salary rates in such enterprises are notoriously low and the rate of return on investment has also been low.

I am sure that "for-profit" organizations can make a significant contribution to the operation of early childhood programs. They have a capacity to move speedily and to operate flexibly, which is not characteristic of public programs. To be most effective, however, I would suggest that:

1. Organization must be on a multi-program scale (e.g., a franchise operation), or
2. There must be a high order of cooperation among independent operators (e.g., through a professional association)

Larger scale organization is necessary in order to assure adequate training of staff, career progression opportunities, availability of specialized program resources, economies of purchasing and competence of management.

I believe that Government should maintain an open-minded attitude toward the use of "for-profit" organizations in the provision of services. The standards applied to them should be neither higher nor lower than those applied to public programs.

Senator MONDALE. The committee will stand in recess.
(Whereupon, at 12:30 p.m., the subcommittee was adjourned.)

COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

THURSDAY, MAY 20, 1971

U.S. Senate,
Subcommittee on Employment,
Manpower and Poverty, and the
Subcommittee on Children and Youth
of the Committee on Labor and Public Welfare,
Washington, D.C.

The subcommittees met, at 10 a.m., in room 4232, New Senate Office Building, Hon. Walter F. Mondale, chairman of the subcommittee on children and youth, presiding.

Present: Senators Walter F. Mondale (presiding), Edward M. Kennedy, and Richard S. Schweiker.

Committee staff members present: A. Sidney Johnson III, professional staff member to the Subcommittee on Children and Youth, and John K. Scales, minority counsel.

Senator Mondale. The subcommittee will come to order.

This morning our first panel consists of Cecilia Suárez, research coordinator for chicano studies at UCLA, and Dr. Leonard Mestas, of the Colorado Migrant Council.

Senator Stevenson, chairman of the Migration Labor Subcommittee cannot be with us this morning, but wanted to personally express his regrets to Dr. Mestas, since he hoped to be here to introduce him. Senator Cranston was hoping to be here, and asked that I extend his best wishes as well.

Will the witnesses please come to the witness stand. Proceed as you wish.

STATEMENT OF CECILIA SUÁREZ, RESEARCH COORDINATOR FOR CHICANO CULTURAL CENTER, UCLA, AND EXECUTIVE COMMITTEE MEMBER, MEXICAN AMERICAN SYSTEM, MONTEBELLO, CALIF., ACCOMPANIED BY DR. LEONARD MESTAS, COLORADO MIGRANT COUNCIL AND EXECUTIVE COMMITTEE MEMBER, MEXICAN AMERICAN SYSTEM, DENVER, COLO.

Mrs. Suárez. My name is Cecilia Suárez, and I am here testifying on behalf of MAS (Mexican American System). Mexican American System is an advisory committee to the Office of Child Development on child development programs for the chicano child.

We are here for a 4-day conference and we are very pleased to present some of our concerns to you.

Senator Mondale. Very well.

Mrs. Suárez. The Kerner report, along with other official documents, describes the American school system as being an inadequate one for minorities, especially the child from the racial slums where the educational system has failed to provide meaningful educational experiences. The schools have been criticized as representing an educational system that is prejudiced against the child from the barrio. The schools have rejected the chicano child's language, minimized his culture and ignored his identity.

That the educational system has failed the chicano child can be shown by the low educational attainment of the chicano. For instance, in 1960 the adult chicano in the Southwest had an average of 7.1 years of schooling as compared to 12.1 years for the Anglo, and 9.1 years for the nonwhite. The number of Spanish-speaking students enrolled in colleges is alarmingly low. Although the numbers of Spanish surnamed in colleges is increasing, one estimate is that less than 1 percent of all graduates are Spanish-surnamed statistics comprised more than 1 percent of the total population of this State. In California, for instance, the total population of the Spanish-surnamed is 10 percent.

Why do so many chicano's drop out of school?

First of all, the method of teaching the Spanish-speaking is questionable. When the Spanish-speaking child enters school, he is taught in English, thereby asking the child to learn a new language and the subject matter simultaneously. The student neither learns the subject matter nor the language. This failure, along with others like it, is one of the causes the child eventually drops out of school.

The curriculum assumes all children are alike and in fact suppresses the ethnic background of the chicano child, thereby presenting to the chicano child a curriculum that is not relevant to his background—which could mean the culture or a language.

Julian Samora, in a U.S. Commission of Civil Rights Staff Paper contends that the American school system, whether public or private, functions best when comforming middle-class administrators and teachers, professing middle-class values, address themselves to middle-class students who possess the same value orientation or are in the process of acquiring it.

Dr. John Goodlad, in his book "Development of a Conceptual Model for Dealing with Problems of Curriculum and Instruction," declares that curricular decisions are values selected by a sanctioning body or an individual. This is the key to the education of the chicano because the curricular decisions have been made for the chicano by a sanctioning body or individuals whose values are different from those of the chicano. Because these values profess the chauvinistic ideal of "Speak American," bilingualism is looked upon as a handicap. Thus, bilingualism has been blamed for the educational problems of the Spanish-speaking.

Chicanos have been classified as mentally retarded after being tested with IQ tests that are culturally biased and in English. The syndrome of nativism and of "Speak American", and the downgrading of Spanish and those who speak it has been persistent in the areas of chicano population.

In denying the Spanish-speaking to speak his native language, the school is saying that the Spanish language is of no worth, that the child's family is of no worth, therefore, the chicano child is inferior. The teaching of English and the repression of Spanish has many sociological and psychological implications.

For the Spanish-speaking child who enters school, the encounter with education in a foreign tongue may cause a cultural shock that he may not be able to cope with. A general pattern of negativism in the child is established which helps to explain the educational failure of the chicano. His chicano identity is threatened when he enters a school where the English language is compulsory and he is made to feel that Spanish is a foreign, un-American idiom which he must forget in order to think, talk and behave like an American. The child, in attempting to be a good student, may then become confused and guilt-ridden because of rejecting his parents, home, and culture.

The real problem, then, is not the bilingual problem, the chicano problem, or the Spanish-speaking, but the "chauvanistic" point of view that labels a child as disadvantaged if his culture is different and if he speaks a language other than English.

Bilingual education, with its focus on the linguistic and cultural needs of the Spanish-speaking, is emerging as a potential type of curriculum. This curriculum is devised from the premise that educational needs of children from cultures other than Anglo-middle-class is different. In addition, using the culture and language of the child in school is indicating to the child that his language and culture are worthwhile. Many scholars are now stating that a child can function better academically if he has first received a good, solid foundation in his native language. Only after this is accomplished can the child then begin to learn English.

In 1854 the first day care center emphasizing protective and custodial care was established in New York City. Since then, day care centers have been a vehicle providing services to fill the needs of mothers having to work for economic reasons. Today these centers should not only emphasize a child development approach but a bilingual, bicultural approach for the chicano child.

Statistics indicate an urgency in money for day care. Day care should not be viewed as a second best substitute for the mother but as an enriching force in the life of the child and his family. Wise use of day care can be a preventive measure for the child who comes from a situation identified as high risk. A good day care program with an emphasis on bilingual, bicultural education will be a positive step toward helping the chicano child.

Bilingual education, as defined by the U.S. Office of Education in the 1970 Bilingual Education Manual, is designed to meet the educational needs of children who have limited English speaking ability and who come from environments where the dominant language is one other than English. The concern in relation to day care is a question of community participation. Therefore, I am happy to note that the bill 1512 makes provisions for a child development council for the prime sponsor and a local policy council at the local level.

Previous experiences in Headstart and title I (ESAE) projects indicates that this is not enough. There must be a strong commitment on the part of the program administrators to community involvement. Provisions should be made to insure that parents can participate effectively in the decisionmaking process that so crucially affects the lives of their children. I urge this committee to insert language in the bill so as to more effectively insure that this goal is met.

S. 1512 makes provisions for designating private nonprofit agencies as prime sponsors. Too often the public educational institutions that are supposed to serve our needs actually are our worst enemies.

The migrant amendment to title I (ESEA) also provides for program implementation by nonprofit groups in areas where the local school districts do not have funding. To my knowledge not a single such agency has ever been funded under title I.

Therefore, what the possibility is of nonprofit groups receiving funds under this bill is dubious. In fact, this bill may be used to eradicate existing programs currently being implemented by nonprofit community organizations.

The bill should be revised to state that no less than 40 percent of the funds be administered by private nonprofit agencies as defined in the wording of S. 1512.

The chicano, in order to be a productive citizen should not be stripped of his language or culture.

The bill should also have strong implementation of a bilingual, bicultural curriculum for the chicano.

The detrimental effect of the genocide of the chicano language and culture is clearly exemplified by "An Open Letter to Society" appearing in the East Los Angeles College newspaper La Nueva Vida of June 5, 1970. Chato Estrado, a chicano prisoner described his feelings about himself:

He states:

> You tell me that I am a criminal. You say I am no good. You say that I should be like you, so that I may be a good citizen. I had been told the following things all my life. My teacher didn't want me to speak Spanish, because it was bad. I was told I should not be a Catholic because it was bad. I was told I should not be so loyal to my friends because it was bad. I was told I should not be so clannish because it was not the American way.
>
> I now speak only English; I am no longer a Catholic; I have quit being loyal to my friends; I am no longer clannish. I have changed everything but the color of my skin.
>
> And what have I become? I am a grown man who has no belief in God, who cannot speak in his parent's language, who has become a traitor to his friends, and am now an outcast to my people.
>
> I have tried to be like you. And now you tell me I am a criminal. Isn't that what you wanted?

I implore you, gentlemen, not to continue to fill the jails with more Chato Estradas.

Senator MONDALE. Thank you very much for a most useful statement. The Select Committee on Equal Educational Opportunity, which I chair, had several Spanish-speaking witnesses testify. One was a Dr. Palomares from San Diego, and Dr. Pantoja, who is a Puerto Rican, a specialist from New York City; and another who is about to graduate from Harvard School of Education.

And each of them had spent from 2 to 4 years in subnormal classes when they began their education. They are now recognized as some of the top educators in the country—brilliant people. But their school systems, when they started, concluded that they were dumb—because they spoke Spanish, had different ways of behaving—so they were assigned to the subnormal classes.

And, of course, they broke out of it. Why? No one knows. But thousands and thousands like them never got out of that basement they were put into not because they were inferior, but because they were different from the system.

And your appeal today is to make the system see what cruelty is visited upon these children and what strengths are there to be drawn upon.

Mrs. **Suárez**. That is right.

Senator **Mondale**. Hopefully, there is a growing realization now that the "Americanization approach" has been a failure both in human terms and educational terms. ESEA title VII now is totally inadequate but it's a beginning. I think we now have $25 million appropriated for that bilingual program. The recent Quality Integrated Education Act which passed the Senate has $45 million for bilingual, bicultural education, and both the Quality Education Act and our proposal have strong community involvement provisions. The Quality Integrated Education Act also reserves or earmarks 10 percent of the funds for community groups, so that the money will have to go there rather than like—as you mentioned in title 1, on migratory education, where it is possible to give money to nonprofit groups, but none has ever been given. Hopefully we are learning slowly.

Mrs. **Suárez**. Sir, one of the things, too, is that in early childhood education there hasn't been the thrust of bilingual, bicultural education. For instance, our concern in Headstart and the reason that we are meeting is because of this.

Senator **Mondale**. There is no bilingual money in Headstart.

Mrs. **Suárez**. There isn't any.

Senator **Mondale**. There isn't.

Mrs. **Suárez**. And for instance, the bible of Headstart, which is the Rainbow Series, does not even mention the child who comes from a different culture or who speaks another language.

Senator **Mondale**. I'll write a letter to Dr. Zigler asking why that is true and why funds aren't set aside in Headstart for bilingual education.

Is there a Mexican-American or a Spanish-speaking administrator at the top level of Headstart?

Mrs. **Suárez**. Mr. Fred Soufle, who is the coordinator of social services of national Headstart.

Senator **Mondale**. There is one.

Mrs. **Suárez**. There is one. Only one.

Senator **Mondale**. We'll give Headstart a little push.

Dr. Mestas, would you respond to these same considerations as far as points that you think ought to be made.

Dr. **Mestas**. I am Dr. Leonard Mestas, and I would first like to thank you for the bill. The entire Child Development Act is very, very good, except for one statement where migrant children are concerned, which is in the Congressional Record on page 4, where we say under the five "needs of minorities." we have commented on funds are provided for year-round mobile programs for migrant children, and, sir, that is wrong, because that just continues to segregate the migrant child and not require that he be part of the comprehensive planning.

You are stating that each State must—I am stating, but you have also put it in the record, that each State has to have a comprehensive child development plan. Therefore, I think each State must also assume the responsibility to include the migrant child as part of the comprehensive child development plan. Because if you don't, we are still, and will continue to be excluded by the State, because they will continue to say, it's not our responsibility. It's the responsibility of either the Federal Government or wherever the migrants come from.

In the numbers which they are passing out regularly, they state 700,000 children are in need of migrant day care. Of that, 85 percent of that are chicano children, bilingual. In the majority of cases in a study that I did in January and February, 100 percent of the family speaks Spanish first. One hundred percent of the children speak Spanish first; all games and all language is done in Spanish first.

Of that, 1.86 percent is what the funding level—that is all that has been taken care of out of that 700,000 children. These are OEO figures, this was done in 1969. We received funding for 13,000 migrant preschool children. I take care of 1,500 in one State, and it's not enough. So I think it's important that if the U.S. Government is really committed to children and—at the White House Conference we asked and requested that the Federal Government become responsive to all children. Migrant children are composed of Chicano children, red children, black children, white children. You name them and there are migrant ethnic groups wandering around the country, and they are the real American. They are not the welfare recipient.

In most cases, the migrant people are not welfare recipients, because if they were, they would not be migrants. They would remain in a stable area and collect welfare checks. Instead they are willing to wander the country in search of work.

Instead I think we must begin complimenting the people in migrant fields and say, "Right on, man." If you wish to be migrant, we should give them the benefits that everyone else is getting, workmen's compensation, social security, you know, the decent wage, but at the same time we must see that the children are cared for and not in the fields.

Senator Mondale. I served for a couple of years as the chairman of the Migratory Labor Committee, and I couldn't agree with you more about the separation issue. We thought we dealt with that on page 22, subsection 8, but let's not go into it now.

What you have suggested is what we want. And after the session this morning, if you will talk to Mr. Sidney Johnson, my assistant, we will see that that is done properly, if it's not done now. I know the problems you refer to. In hunger, we were told by a county which provided no food assistance to hungry migrants that they are Federal people. We don't want any more of that, and we are anxious to see that our legislation doesn't continue that really cruel distinction.

Senator Schweiker.

Senator Schweiker. Thank you very much, Mr. Chairman.

I would like to ask a few questions. Mrs. Suárez, in page 2 of your statement, you state that "Mexican-American children have been classified as mentally retarded after being tested with I.Q. tests that are culturally biased and in English."

I am just wondering if you have come across any work that has been done on a non-cultural biased I.Q. I know that such things do exist. I don't know if anybody has done any work in the Chicano community that would throw more light on this problem. I am curious to know if either of you have come across any of the noncultural related tests that are somewhat different and new. Do you have any information on this aspect?

Mrs. Suárez. Well, there is some work being done for testing that is not culturally biased. It's for the Chicano in Spanish, but usually our school system still is using the traditional tests.

For instance, in California, you have the Metropolitan Reading Readiness Test, the Metropolitan Test, the California Achievement Test. Some of these tests are mandated by the State Department of

Education. In early childhood education, the Planned Variation Model, an evaluation of Headstart curriculum models, is using the Stanford Binety Test. So therefore in the areas of policymaking, seemingly the decisionmakers feel more secure in using the traditional I.Q. tests which are culturally biased for our Chicano children.

Senator Schweiker. Doctor, do you want to comment on this?

Dr. Mestas. Your preliminary funding under title 7 for bilingual Federal education in the Dallas-Fort Worth area, and Mr. Juan Plakos and Mr. Juan Rivera have been working on specific tests or testing materials for those children who do not speak English first, so that we see they are trying to do it not just for the Spanish-speaking child, but are trying to do for the Navajo-speaking child and the Chinese-speaking child, et cetera.

Senator Schweiker. Now how far along is the program in your estimation? Do you have any ideas on how much further we have to go?

Dr. Mestas. It's only been in existence a year, so I couldn't say, but, you know, it's a step in the right direction, and there is now a consortium. You can go and they are just beginning to draw together the resources and equipment and material for bilingual, bicultural.

Senator Schweiker. Well, I certainly agree with your point. I think the problem is that State departments of education do exactly what they can do. They put everybody in pigeon holes and categorize them, and it is a lot easier to handle that way. Then nobody worries about the problems.

Senator Mondale. Would you yield there?

Senator Schweiker. Yes.

Senator Mondale. In some States, the school systems get a couple of hundred extra bucks per pupil if they find they are slow or retarded. So it's nice—and financially rewarding—to take a bunch of Chicano children, put them in the slow classes, and get a nice check from the State.

Mrs. Suárez. Yes.

Dr. Mestas. Yes.

Senator Schweiker. Well, I think you are totally right. I really think that in our other educational bills, the committee should look at this problem, and put some Federal stimulation into getting away from older and really inadequate and somewhat irrelevant concepts. I think the point is very well taken.

You mentioned also that you wanted to get parental involvement, with which I concur. Do you feel that the provisions of S. 1512 for child development councils and also local policy councils are sufficient to do this? What is your opinion on involving the parents?

Dr. Mestas. No. I think that the Comprehensive Child Development Act is designed specifically so that the local people are responsible, and in fact, again, in the Congressional Record, on the back page, you have under section 576 that prohibits Federal control, that you are really stressing that the State and the local community become responsible, and assume the responsibility.

Mrs. Suárez. But again you have to think of how this relates to the local delegate agency and the parent.

You know, sometimes you do have specific guidelines, for instance, in Headstart, there are apparent guidelines that says that the parent is supposed to be part of the decisionmaking and should become involved in running the program, and in many instances, this is not happening.

I was in Arizona about 3 weeks ago, and the Headstart parents there were not even aware of the OCD guidelines. You know, that came out back in 1967. So I think one of the things that you have to consider is how community control is going to be implemented on the local level, and to insure that it is.

Senator SCHWEIKER. Also, I think another point you make is very well taken. It ties in with something we are considering in the education subcommittee, and that is the idea that, in essence, by preculture and educational standards, we determine that a child has to reject his culture, reject his language, and reject his heritage. I have introduced with the cosponsorship of some of our colleagues on this committee, an ethnic heritage studies centers bill that would set up ethnic studies centers around the country. For too long, society has been viewed as a great big melting pot, like the homogenized milk approach—just stir everybody up and they will be happy.

This bill takes exactly the opposite point of view, which is a point you are addressing yourself to in your testimony today. In essence it contends that we can never be really unified or harmonious or happy with society if we don't take pride in where we came from and in our ethnic background. It emphasizes and reinforces the identity, the self-pride and the self-help of the group. I think that the ethnic heritage studies centers bill, which Chairman Pell has indicated we are going to include in our next educational bill, will begin to provide and disseminate information to day-care centers, to elementary schools, public schools, and private schools along this line.

And it's a total reversal of the concept that we have been following here in this country, which I think is erroneous. So I certainly concur a hundred percent, and I think that we can tie the ethnic studies centers bill into the other program. You suggest, and I agree, that it's a very significant point, that if we are going to succeed in this whole thing, it has to be an inherent part of what we do.

Dr. MESTAS. I have read that bill, and it's very good, sir. Because it specifically defines that any group, ethnic group in the United States must and should retain certain parts of the niceties that they bring to America or that was already in America, meaning the Indian and Chicano child, so again, I think it's a step in the right direction that the Federal Government is beginning to realize, as you just stated, that there is a cross section of ethnic groups and there is nothing wrong with being whatever it is you are, and complimenting on that, because that is what makes America great. Diversity is strength, not one thing in the melting pot concept.

Senator SCHWEIKER. One other question, too. What about the availability of bilingual teachers? In other words, if we do get an all-out program, I am not saying we would, but I am saying we should, do you have to do a job in training people, or are there enough people available in this area?

What are your views on this?

Dr. MESTAS. There is only one school in the country, as I understand, that is Lady of the Lake, so that if it does ever pass, and America realizes the need for bilingual education, you will have to set up across the country and really make sure that the universities and colleges are responsive to the need for bilingual education, because right now there is hardly anything.

Mrs. SUÁREZ. But there is a growing concern at the various universities. For instance, at UCLA, I am working in conjunction with the department of education to start teacher training in a bilingual, bicultural setting. In Los Angeles, you have the highest concentration of Chicanos outside of Mexico City. Therefore, we have to start thinking in terms of bilingualism, and more and more of our universities are looking into this as one way of helping our Chicano children.

Senator SCHWEIKER. I think, too, Mr. Chairman, this brings one other point up that is somewhat related. In the "Profiles of Children" background paper provided by the White House Conference, there seems to be a lack of information and statistics on a national basis, it appears that we cannot even find the problem, not just on the part of teachers, but where the problem is, and what kind of bilingual areas and populations we have I would like to ask you to possibly consider if maybe our staff could go to HEW and ask them to either improve their data base or come up with some new surveys, or do something that would give this committee some factual information.

Senator MONDALE. I think that is a good idea. I will ask the staff to develop a letter that you and I can sign asking for that.

On the Migratory Labor Subcommittee we had some hearings on the data which was available and supplied by the Labor Department and Agriculture Department. You ought to read those records, because in effect they admitted they just don't know. It's a guess. They don't count them really. They make a couple of spot checks and then they extract them. And then they admit it will be 30 percent off either way, I think, so that the data is in outrageous shape.

Dr. MESTAS. Would it be possible, for instance, that since migrant day care has been at the bottom of the barrel in essence that they do look specifically on numbers, because hard data is the only thing that anybody looks at in this place, and that is if we could really demonstrate numbers of children being left in the field, and on that basis——

Senator MONDALE. They don't know that, but I would like to ask them that question.

Dr. MESTAS. There was one study made on Chicano education and migrant education in Texas. Dr. Cardenas from San Antonio.

They found that 20 percent of the kids never went inside the schoolrooms in Texas.

Mrs. SUÁREZ. That's right.

Senator MONDALE. But none of the national figures reflect that. So I would say that is a good idea. Let's see if we can prepare a hard letter on that.

Dr. MESTAS. Mr. Chairman, I have three statements that I am really concerned about, and that is the regional office has not assumed the responsibility of serving migrant preschool children, and I really feel that—beside the State, the regions must be tackled, tied down, and really required to begin looking at the need for the migrant preschool child, and then also title I of the migrant project specifically. Why is it not possible for them to be concerned about the preschool child, because education is not just for age 6 and above. Education is all ages and all levels. They are able to do it only in California. So that though title I—it's certainly inadequate, but at least it's a beginning. Could they not under title I, Migrant Act, responsible for the migrant child, be responsible for the preschool child also?

Senator **Mondale**. You know the Stockberger report recommended that an amendment be placed in title I to make sure that this was available for preschool.

Dr. **Mestas**. And the reason I mention is Texas returned $1 million of title I money. The State of Colorado had $100,000 left over of title I money. You have under title IV–A of the Social Security Act, allowed matching 75–25 percent, yet you cannot match Federal funds for Federal funds for migrant children, while model cities is allowed to match it.

Why is it not possible for title I, if they have money left over, to match, and so therefore you would have adequate, or at least have some funds available for migrant day care by matching Federal funds with Federal funds? At this time it is illegal, so none of us can touch it. Of course, this year title I is allowed to keep the money, but previously they returned it to the general fund here in Washington, D.C., until this January.

Senator **Mondale**. Thank you very much. If you would, after this meeting, maybe talk to my staff about some of those questions.

One point I will ask Mr. Johnson, staff director of the Subcommittee on Children and Youth, to explain is his understanding of that parental involvement issue.

Mr. **Johnson**. In respect to your comment about parental involvement, this bill, unlike existing legislation, doesn't establish just advisory programs. It says that in each area of each locality the parents shall elect representatives, and those representatives shall make up the local policy council. Any program that is to be funded in that area must be approved by that group elected by the parents. Thus it's our hope that these provisions will strengthen parental involvement beyond the mere advisory committee pattern in past and present legislation.

Senator **Mondale**. I hope you can discuss this with Mr. Johnson after the hearing.

Dr. **Mestas**. Thank you.

Mrs. **Suárez**. Thank you.

Senator **Mondale**. Thank you very much.

Our next witness is Jane Galvin Lewis, program coordinator of National Council of Negro Women. We are pleased to have you with us here this morning.

If you will proceed.

STATEMENT OF JANE GALVIN LEWIS, PROGRAM COORDINATOR, NATIONAL COUNCIL OF NEGRO WOMEN, ON BEHALF OF DOROTHY I. HEIGHT, NATIONAL PRESIDENT, NATIONAL COUNCIL OF NEGRO WOMEN

Miss **Lewis**. I am Jane Galvin Lewis, program coordinator for NCNW, presenting to you the testimony of Dorothy I. Height, national president of the National Council of Negro Women, in support of S. 1512, comprehensive child development bill.

From its founding in 1935 by Dr. Mary McLeod Bethune, distinguished educator and adviser to four U.S. Presidents, the National

Council of Negro Women has shared the concerns of this committee that all citizens of this country have the opportunity and the economic and educational tools to build for themselves and their families lives of full participation in the freedoms and responsibilities of this country.

We recognize that an individual's ability to take advantage of the opportunities of this land is contingent upon the experiences and care received in his childhood and youth.

The National Council of Negro Women, composed of 25 affiliate organizations and individual members in 145 local sections in 40 States, has a total outreach to 4 million women. We are honored to present to you our testimony in support of full and adequate day care legislation as set forth in S. 1512.

Day care is a subject near to our organization. We have been operating day care centers for 14 years. We have under our auspices centers with varying degrees of sophistication and program development. The range is exemplified in centers in Brooklyn, N.Y., and Gulfport, Miss. The center in Brooklyn, after being started by our initiative, was picked up and fully funded for us to operate by the city of New York.

The one in Gulfport, Miss., has been begun by the residents of a Turnkey III low-income homeownership community. The center is operated by the residents and the salary of one funded worker is divided equally among all the workers at the end of each week. The food for children program makes it possible to provide three meals and snacks to each of the children enrolled.

The attached child care policy statement is the position of NCNW on centers and their operation, but in so few instances have we been able to truly implement it because of lack of funds. The statement is supplied for the files of the subcommittee.

Miss Lewis. Turnkey III is a new program providing home ownership opportunities to low-income families utilizing public housing subsidies. Over the past 4 years NCNW staff has visited 36 communities in 10 States, actively participating in various ways in the initiation, coordination, and development of some $33 million worth of homeownership opportunities.

Where we have been most directly involved, we have recognized that the needs of low-income families extend beyond shelter and thus have seen the inclusion in the development of the structure to house day and child-care programs. In every instance the buildings have been constructed to Federal and State specifications.

It is assumed by most that the greatest problem and cost in initiating a day-care program is the physical facility. NCNW, having secured the facility, has encountered the surprising problem of being unable to acquire funds to operate the program. Buildings designed for child care stand unused, or used for other purposes, while we are told that Federal guidelines will now allow HEW to count these specifically designed buildings as a matching part of a grant.

Meanwhile the children wait, and mothers remain untrained or unemployed. In the face of the crying need, situations like these are criminal.

We are very impressed with the community participation aspects of S. 1512 because we believe that people respond better to a program in which they are planners and implementors and not just recipients.

We have had much experience with the various concepts surrounding who should direct the destiny and programs of a community. We have found that it is virtually impossible to set up a program and hand it to a group of people for their use. The participation level, after the first spurt of curiosity is gone, is cripplingly low. People must feel and be a part of something in order to receive it well and help it to flourish.

We have further chosen community participation as a preferred way of work for planning and operation. With the local people helping to design the program, the job becomes so much easier. The benefit of familiarity with the community life style can prevent many a faux pas, create many a contact, and produce a program that has screened out some of the problems that would arise when simply a theoretical approach is followed.

We see the local policy councils as very important for the success of child-care programs in the community. These councils should have the opportunity to approve all applications for operation before the applications are sent to the Child Development Council. We further feel that no application should even be reviewed by the Child Development Council without prior approval of the local policy council. This implies, of course, that no application could be approved by the Child Development Council over the objections of the local policy council. Withou this procedure built in, we are not really promoting local community participation.

The application should be brought before the public in a public hearing before approval. All information and the hearing should be widely distributed with emphasis on its dissemination in the area to be affected directly by the awarded application. The information must be written in the language and vernacular of the area and in a way that the residents can understand.

We feel that the public hearing is important to insure the people an opportunity to be fully aware of the applicants and to have comment. We are concerned that the information reach the recipient area in understandable terms, because all too often hearings are held after little advertisement, using media foreign to the recipient population and thus are not understood.

A poor or nonexistent turnout from that area is then blamed on lack of interest, rather than communication failure and lack of knowledge on the part of the potential witnesses at the hearing. The local policy councils operating properly could greatly assist the information flow into and out of their area and so correct the injustice of inadequate notice.

The stress we place on community participation relates directly to our tremendous investment in the black community. We must assure this community that S. 1512 will not be another broken promise. We must further give assurance that this bill will not birth programs that once again insult the ability of black people to plan for themselves. We must assure this community that their leadership and skills will be utilized for their gain and that they will earn and spend their tax dollar.

We are very familiar with the necessity to produce a quality project quickly. We have raced time in putting together a new community, and we have learned that many corners can be cut by using local paraprofessionals. Orientation can be reduced and the immediate job of program operation can be begun.

We see S. 1512 as a child development bill rather than a day-care bill. This compels us to speak to noncentered child development. We would hope that funds would be provided for quality home services tailored to the needs of the individual child or small group of children within the confines of the desires of the community.

We feel the urgency of the need for day care more with each expression of the need for work-oriented programs and work-oriented public assistance. In 1968 HEW reported 6 million working mothers with children under 6 years of age and 7½ million working mothers with children between the ages of 6 and 11. There were 1,550,000 AFDC mothers with 1,250,000 of those employable. At the same time there were 500,000 day care slots across the Nation.

This lack of day care facilities affects the black community especially because of the high incidence of poverty. Low income breeds the necessity of work and training.

We hope the concept of economic mix expressed in S. 1512 will be retained because all people, and especially children, gain when exposed to a variety of experiences and life styles. But we also encourage and recognize the need for a priority to be given to the poor and working head of the family who is in training.

We see the ability of a black mother to be away from her child with the comfort that his total well being is paramount to his temporary guardian as a human right. We see the provision of the mechanisms for this comfort as a responsibility of the Government she supports. We believe that S. 1512 is a significant step in granting this right.

Thank you for the invitation to present this testimony.

Senator **Mondale**. Thank you very much. It is a most useful statement. I continue to be pleased by the fine work of your organization.

Senator Schweiker?

Senator **Schweiker**. Thank you Mr. Chairman.

You have been operating day care centers in Brooklyn and Gulfport, is that correct?

Miss **Lewis**. Right; they have others also.

Senator **Schweiker**. How long have these been operating?

Miss **Lewis**. Brooklyn, approximately 5 years. We have one in Goldsboro, N.C., that has been operating for 14 years. Gulfport, in a very limited way, has been operating, oh, about 6 months.

Senator **Schweiker**. And how large a center, or how many people are they handling now, how many children? How do you develop the size of operation?

Miss **Lewis**. Brooklyn would be handling now probably about 300 children. Gulfport built to specification can handle 90, and is handling now about 35. I am not sure about Goldsboro. Well over a hundred. But I don't know.

Senator **Schweiker**. Is there anything that you would point to; and I realize you probably have already mentioned it in your testimony, from your experience—you mentioned Brooklyn—that is essential to the success of whatever program we passed? What key ingredients do you think are the most important to secure the success of, say, a national program?

Miss LEWIS. Adequate funding, I think, is important, and I am very pleased that there is in this bill spelled out allocations, which I think is very important.

Senator SCHWEIKER. All right.

Miss LEWIS. Community participation, of course. I have kind of made that point very clear. I think it is paramount. And I think with the kinds of funding and the direction that funding can provide, other things fall in line. Equipment, facilities, information, professional and para-professional staffing.

You know, I said equipment; I think that those are key, and this is one of the main problems with day care programs now. They just do not have the funds to hire the proper people to keep the slots open, to do the food programing, to get the proper equipment and this kind of thing.

Senator SCHWEIKER. In your testimony on page 5 you say, "We see S. 1512 as a child development bill rather than a day care bill," and then you go on, under the heading, 'the need', to point out there are "6 million working mothers with children under six, and 7½ million working mothers with children between the ages of six and 11." I am a little bit confused as to quite what you mean there.

In other words, do you feel we are misdirecting it, or do you feel that—well, maybe you ought to explain what you mean.

Miss LEWIS. No; I don't think it is misdirected at all. In fact, it was meant to be a complement to the bill. I think a day care is a specific kind of thing. It can be custodial, education, or a combination of both. Child development implies all kinds of variations in the type of day care that can be provided, and it does not imply only the custodial nature the day care can adopt, and there are all kinds of day care. It can be, as I said, very small centers, it can be payment to women to keep children in their homes, for instance if the child is not particularly suited to being involved in a large center, and I think that those kinds of community needs can be well met in a child development bill, when the total child and his development is considered, rather than just where he happens to sit from six in the morning until six in the evening.

His education, his food, his clothing, his social background, his family become very important in his child development, whereas in day care, I think, just where he is dropped is paramount.

Senator SCHWEIKER. Now, what do you mean by quality home services?

Miss LEWIS. Well, I simply meant that there are home services that exist now, and though I think that these kinds of things are necessary often for a particular type of situation, that we should be very careful that we don't just fund any old kind of home, that there should be quality standards set up for the type of person that can use their home in this way, and not just have the kinds of things that happen where public assistance can pay a woman to take care of a child with no type of standards as to how her home should be or what kind of person she is, or what kind of program actually is there

Senator SCHWEIKER. You mentioned the food for children program.

Miss LEWIS. Right.

Senator SCHWEIKER. Do you feel that the bill we have cosponsored here for preschool children is adequate in this area, or do you feel that we still have to do more than our bill provides under the nutrition commodities section?

Miss **Lewis**. Well, you know, I am not sure that anything is really adequate when we get into the kinds of slots that are needed. I think that approach is adequate. I would hate to see the food for children program disbanded. I think the combination of the two would certainly be adequate, depending upon how many slots we are talking about, of course.

Senator **Schweiker**. That is all, Mr. Chairman. Thank you.

Senator **Mondale**. Thank you very much.

I gather it is your testimony that what we need is comprehensive child development and not just custodial day care. Would you not say that it is possible, if we just get the mother working, out of the house, and while she is working we store the children somewhere in some place called day care center; that we might do more harm than good to those children?

Miss **Lewis**. Well, I am not quite sure I understand what you are saying. If you are saying that we must not put all the emphasis on getting the mother out to work and dump her child, I would certainly agree with you, if that is what you are saying. I feel it would be very detrimental.

Senator **Mondale**. Don't you feel that some people have that in mind when they talk of day care?

Miss **Lewis**. Absolutely.

Senator **Mondale**. Emphasis on getting the mother to work and just stacking the kids somewhere during the day.

Now, isn't it possible that that kind of cold custodial care will damage those children in the long run?

Miss **Lewis**. Yes.

Senator **Mondale**. Is there something peculiar about poor black children which requires less attention from their mother than for other children?

Miss **Lewis**. No.

Senator **Mondale**. We all talk about welfare. But I think all of us have been brought up on welfare. My parents never asked me to pay for breakfast when I was 4 years old.

The only question is whether these children are going to get a decent life. And one part of a decent life involves a mother, and hopefully a father. What worries me is the thrust of the family assistance program seems to be to get the mother out of the house, stack the kids somewhere, and hope it works out.

One of the problems of some poor families is that there isn't a father. Then if they don't have a mother either, how are these children going to get emotional support, self-respect, and the love and the affection that every child needs. I am just afraid that unless we are very careful here we are going to develop a generation that grows up without any affection or knowledge or self-respect, and I wonder what kind of people they are going to be.

Miss **Lewis**. I couldn't agree with you more. I mean, there is just no debate.

Senator **Mondale**. Yes. And what we try to do, in this bill is to place the direction of the program in the hands of parents, so that the child care is built upon the principle that poor mothers are just as interested in their children as anybody else, just as willing and capable of doing something if they can get some resources.

Do you find anything wrong with that approach?

Miss Lewis. Not at all. As a matter of fact, I think in the statement we very much like the way the local policy councils are set up and hope that they will remain that way.

Senator Mondale. Thank you very, very much, and please express our appreciation to the council.

Senator Mondale. Our next witnesses are Evelyn Moore, director, and Maurien McKineley, associate director, for Black Child Development Institute, Washington, D.C.: We are very pleased to have you here this morning.

STATEMENT OF EVELYN MOORE, DIRECTOR, AND MAURIEN McKINLEY, ASSOCIATE DIRECTOR, BLACK CHILD DEVELOPMENT INSTITUTE, WASHINGTON, D.C.

Mrs. McKinley. The Black Child Development Institute is happy to respond to your invitation, Senator Mondale, and other members of the Senate Subcommittee on Children and Youth, to share with you our views on optimum child development legislation.

To provide the background information on the Institute, we have prepared a package of materials that includes some publications of the Institute and a fact sheet.

Senator Mondale. We will include these in the hearing records at the end of your testimony.

Mrs. McKinley. Thank you.

The Black Child Development Institute's associates are educators, pediatricians, psychologists, social workers, nutritionists, parents and others, all black, who have organized as advocates of black children.

We must be concerned with all legislation that affects black children and black families. Our analysis of any piece of legislation is accomplished within the framework of our philosophy. This speaks to building institutions to meet the needs of black families and black children, for it is through our present and existing institutions that racism moves. Public policy has defined the black child in a deficit context, designing programs for the black child that are "compensatory," and that will presumably give him a "head start."

The Institute rejects this assumption and has, therefore, accepted the responsibility for monitoring legislation, engaging in research activities, and moving programmatically to combat this destructive activity of the Government and of existing institutions.

Senate bill 1512 emphasizes comprehensive child development programs; there is provision for training and for construction and renovation. In Senate bill 1512, we enthusiastically support the design of a process for consumer input in the development of standards and in the development of a facilities code. We urge this same kind of process be defined legislatively in the development of administrative guidelines.

We will prepare for the subcommittee a more detailed statement on this and other child development legislation. This morning, however, we would like to limit our testimony to, what we see as the most crucial issues, the mechanism for the delivery of child care services and Government-supported research as it relates to child care.

The primary function of a delivery system is to insure that the service objectives and goals of a program are implemented at the level where services are received. In child development programs, this interaction occurs at the community level, where parents should be responsible for policy decisions and involved in program operations of centers where their children are enrolled. Our rationale for this kind of involvement by parents is based on a positive concept of their contribution, rather than on the rationale offered by Dr. Jerome Kagan when he testified before this same committee. Dr. Kagan based his rationale for community control as a means to counteract what he perceived "as the exaggerated perception of blacks and other minorities that they were being manipulated by the system." A more constructive rationale can be based on the Coleman report which points out that children who feel they have control over their destiny achieve better. This feeling by children has to be transmitted to them by their families and others who interact closely with them—and it has to be real.

The Institute's posture is that the argument for community control is much more compelling when we look at the historical role that institutions play in moving the agenda of a people or a nation. Therefore, we put forth the arguments for community control from the perspective of the Institute.

First, the role of child development should be broadened to encompass not only the black child's cognitive, physical and nutritional needs, but his psychic requirements as well. Black scholars and community spokesmen alike have focused upon the need to instill self-knowledge and self-respect in the very young so as to powerfully motivate them for educational improvement and social-psychological development. Therefore, they insist upon curriculum and program content which will enhance the black child's sense of racial awareness and ethnic pride. We insist further that minorities must occupy decisionmaking positions regarding day care/child development programming so that the project efforts are reflective of this perspective. We challenge the validity of color blind programs which attempt to meet the needs of individuals without coming to terms with the reality of racism and its impact. Hence, such programs reflect the values and interests of the white majority alone.

Second, blacks and other minorities are increasingly aware of the failure of the American educational system, controlled and administered by whites, to prepare their children for full and equitable participation in the society at large. In the face of this institutional failure, we have begun to insist that the decisionmaking authority to develop educational policy which will meet their children's distinctive needs must rest with our community. The desire for community control of day care and child development programs is born of the realization that the first 5 years of life are too critical to be entrusted to the exclusive molding of those for whom the black child's interests may not be predominant.

Thirdly, we believe that child development centers can be the catalyst for total community development. Present legislation reflects the demonstrated validity of career advancement for parents and neighborhood residents. But sophisticated observers are also aware that community controlled child development programs can have a far greater regenerative impact upon community life.

Community institutions which control the flow of resources and the provision of service buttress community power.

It is to the advantage of the entire nation to view the provision of day care/child development services within the context of the need for a readjustment of societal power relationships. Education can make a contribution to "economic and social development" when educational institutions are permitted to use power for new purposes. As day care centers are utilized to catalyze development in black and other communities, the enhanced political and economic power that results can provide effective leverage for the improvement of the overall social and economic condition of the Nation.

With that backup, we urge this committee to consider a delivery system that provides the most constructive use of the resources allocated by this legislation.

The make-up of the Child Development Councils and local policy councils are based on a model that has not worked in community action programs as restructured by the Green amendments, model cities boards, and more relevant to child development, the local and State 4-C's committees.

Therefore, we urge the committee to change the makeup of the Child Development Council to include a two-thirds consumer majority and, in addition, to consider that the final selection of the remaining one-third rest with this majority. The prime sponsor could make nominations.

Legislation alone cannot assure the effective delivery of a service. The innovative model of consumer participation legislated for in the standards and facilities sections of this bill should definitely be utilized to provide consumer input to the Secretary as he develops administrative guidelines.

Evelyn Moore, who is director of the institute, will share with you our position in research.

Miss MOORE. I would like to pick up where Mrs. McKinley stopped and speak to sections 551 in the bill that proposes the establishment of a National Center for Child Development. First, I would like to establish the fact that the Black Child Development Institute supports the need for ongoing research that can be translated into programs which will foster optimum development of black children through the delivery of services. We do not believe, however, that the mechanism proposed in this section of the bill will accomplish this goal. Our thinking is based upon past traditional child development research models directed at black children. A lot of this research ends up being printed in journals and never gets to deliver any service. The results in many cases, we feel, have served to do nothing more than to solidify societal beliefs about the inferiority of black children. They have crippled and done irreparable harm to many black children and their families.

This is exemplified in recent as well as past educational research. First, child development researchers have labeled our children—compensatory education; the disadvantaged; the deprived; and one program label that I think is most blatant and that really demonstrates this is the program entitled "Headstart." Now, I am sure when all of you were young, you used to race and play—sometimes you gave somebody a head start. Implicit in that is that that person is handicapped and you are going to beat him anyway. I think we need to relate to these programs in a societal context as we move on the agenda of research. I would not like to imply that there have not been benefits derived from the program entitled "Headstart." However, I believe that these benefits have been accrued mainly by the consumers of the program, rather than by the architects of the program.

The second reason for mistrusting present research models is that they relate to black children programatically within a deficit context—that is, black children are described as having language deficits, auditory defects, perceptual deficits, lack of fear in the home. You start off with all that, and I don't know how you can move ahead. We do know that studies that have been done on expectations have a lot to do with how children achieve. If you lodge them within a deficit context, your hypothesis is bound to play out.

Thirdly, there are present researchers who have conducted and who are interested in conducting research that speaks to black children being intellectually inferior by nature of heredity—vis-a-vis Jensen and Schockley, of whom I am sure all of you are aware.

We can no longer tolerate this kind of abusive research, which seemingly has no boundaries. For now, child development specialists are suggesting that our infants will also be unable to realize their potential unless given certain stimulation that white researchers have prescribed. This again is not intended to take away from the importance of the critical growth that takes place during the early years of a child's life; but neither can we afford to give up our children at the age of 5. We can no longer let white researchers continue to describe, define, and program for black children, because we are finding that their interpretations are leading us down a dead-end street.

For example, there are some people who want to do away with aggressions in children who are hyperactive and many of these children are black. Now, aggression in a white child might be interpreted as self assertion of leadership potential. But when viewed in the context of a black child, he is hostile, he is negative.

Then we go to the other end of the continuum and we take the withdrawn child. If he is white he might be viewed by the whites as a deep thinker, but you take a black child and he is viewed as apathetic. He might be viewed as even being retarded.

I would just like to cite one more example of the kind of suffering our children have gone through educationally and have endured over the years. That is the disproportionate number of our youngsters placed in rooms for retarded children. If you would like to look at a good study, Dr. Jane Mercer in Riverside, Calif., has done a marvelous study to show how blacks and minority children are in these rooms in disproportionate numbers.

Senator Mondale. We talked with her, and we have reviewed some of her work.

Miss Moore. OK; so even though we believe that research is essential, we cannot be supportive of efforts which are lodged in and perpetuate racism in the belief that the black children are inferior.

Further, we believe that those who have been the architects of past research on black children cannot suddenly change and have a new perspective, for they, too, have been an integral part of this country's disenfranchisement of black people. We urge you, therefore, to include in this legislative provision of the bill, the formulation of a review and evaluation commission. Further, we urge that there be specified in the law ethnic representation, as well as certain kinds of empowerment that this group would have.

The Black Child Development Institute would like the opportunity to explore with the subcommittee staff this suggestion.

Thank you.

Senator MONDALE. I hope you will identify precisely the provisions in the bill you think need improvement, and make specific language suggestions in the form of amendments. I would also like to have you review with the staff the operation of the local control issue which you talked about, the consumer involvement provisions. We have tried to learn from the failures of Headstart and Model Cities and other programs to develop stronger parental control. As a result, our bill provides in addition to a child development council, local policy councils whose members are elected, and whose approval must be received before any project can be funded.

But in any event, you go over that with the staff and make the suggestions that you think should be made.

I gather that you are not against research.

Miss MOORE. No.

Senator MONDALE. Indeed, as I understand it, your organization has been established to try to bring together black professionals to do research, to do experimentation. What you are concerned about is that the research be in the hands of people who are committed and sensitive to the problems of black people.

Miss MOORE. Yes; and I would like to say that I don't think this eliminates white researchers on the basis of any technical assistance that they may be able to offer. But I do not think they are able to view the child, a black child, from the black perspective, by the virtue of their own experiences. That it is not an attempt to put down white researchers, but just to put them in the correct slot.

Senator MONDALE. As advisers. Senator Schweiker?

Senator SCHWEIKER. Thank you very much, Mr. Chairman.

Senator MONDALE. Aren't you a white researcher?

Senator SCHWEIKER. You are too sharp this morning. He was up too late last night.

Senator MONDALE. We can use a little research. As I recall, last night we appropriated $155 million for Boeing and a minute later cut out $50 million for summer jobs for kids. Am I right on that?

Senator SCHWEIKER. You are exactly right.

Senator MONDALE. We are even.

Senator SCHWEIKER. Those are some of our problems here in the Senate at the moment.

I would like to go into the testimony a little bit. I did comment on the earlier witness' testimony on this problem, but I think the theme keeps recurring. You summed it up well on page 4, when you say that we must assure this.

> Upon the need for knowledge and respect for self-instilled in the very young as a powerful motivation for educational improvement, and social-psychological development. They insist, therefore, upon curriculum and program content which will enhance the black child's sense of racial awareness and ethnic pride.

Now, what I didn't say in my earlier remarks was that I think the black groups have really led the way and pioneered this concept. The "black is beautiful" concept has awakened other groups to realize they have been deficient and ineffective in not pushing self-pride, self-identity, and self-help in this regard. I think the black groups have shown other minorities that they have missed the boat. You have led the way in this concept. Once again, I think it is an excellent tie in with the whole idea of building up our ethnic heritage and our cultural background. I want to compliment you for a very fine statement and for reinforcing and restating the concept that has been revealed very importantly in the black community.

I am interested in your remarks on why you feel that the present makeup of the local policy councils is not adequate. I am also interested in your recommendation of a two-thirds consumer majority. I just wonder specifically what you have in mind in terms of the proposal in the bill.

Mr. McKinley. The Child Development Council, as we understood it by looking at the bill, would be made up of one-half consumers, which would not be a majority, and that the other one-half of the Child Development Council would be appointed by the mayor or the Governor or whoever represented the prime sponsor. Our experience has been that even though you have a 50–50 split on the board, you have in fact probably an 80–20 control. This, I think, stems from the fact that professionals and city councilmen and mayors and politicans have a way of being devious in what they do, have a way of getting their feelings pushed. So, when you have a 50–50 split, you have a thin political balance that does not—that is not a real balance. That is why we feel that there should be a two-thirds consumer majority. As important to the effectiveness of the delivery system, we feel that the same model for consumer input as the bill defines for standards, should certainly be used in the development of administrative guidelines, because I am sure that you are as aware as we are, that many, many programs legislated by the Congress do not in fact operate according to their legislative intent at the local level. It has been our experience that much of this difficulty can be traced to the administrative guidelines developed by the appropriate secretary or his staff.

Senator Schweiker. Okay. Thank you.

Those are all the questions I have, Mr. Chairman.

Senator Mondale. Now, I want to be understood before I ask a few questions here. I think there is tremendous validity in what you say about the need for a positive appreciation of what parents bring to their own children—self-esteem concern, love, acceptance, etc. This recognition is terribly important because I think running through all of our program has been a kind of arrogant paternalism for some strange reason which implies that the poor lack the same concern for the future of their children that we have for our own children.

And then it becomes, of course, greatly compounded with the difference in color; But also in the ghetto, there are language and cultural differences, as well as color differences.

Miss Moore. May I respond to you on that language problem?

Senator Mondale. Sure.

Miss Moore. This is another myth that I think has been perpetuated, because I think—I don't know if you have read Maya Angelou's "*I Know Why the Cage Bird Sings*", but in that book she talks about her father who goes North and comes back South, and he begins to speak very proper. If you really know many black people, all of our black mothers are aware of the two-language system and have attempted to help their children deal with the two-language system.

Now, some of us sitting here today have learned to deal with it at a pretty high level, but it is a myth to think that that there is no knowledge, that there is a different language, and that there isn't formal English. When you go home, I would suppose you speak a little bit differently than you do from your podium there, So that I think there is informal language and formal language, and we have also been aware of this. When you put it in that context of ghetto language, you are again adding a connotation to it. If I am making myself clear.

Senator MONDALE. Now, I want to repeat—and I guess your point helps underscore the point that I think there is tremendous validity, not only to the consumer control issue, but also in the issue of bias and insensitivity in research, as you point out. Yet, I think it would be a terrible thing if your somehow drew some sort of scientific line between white researchers and black researchers.

The research system in this country for education, for human problems, is absolutely appalling, for white children as well as black children. We put practically no funds into human research in this country. It is really pathetic. The amount of experimentation that we undertake in this country is nothing, for all practical purposes. And even the implementation of what we learn where something works, so that we try to encourage others to use it, is practically nonexistent.

For over a year now, we have had a Select Committee on Equal Educational Opportunity—trying to find out what has been tried, what works, why one school is successful, another one isn't, why there is such an enormous failure in American society to deliver an equal opportunity to so many millions of children. I am appalled by the fact that we would run a system which involves so many billions of dollars every year and know as little as we do.

I agree with you that many of the terms which white researchers use may in fact be racist, may be insensitive, and that certainly must be changed. But I just cannot accept the fact that the unfairness and injustice experienced by a child, white or black, or brown, who grows up in a community where he doesn't have enough to eat, lives in squalid unsanitary housing, grows up without books or any kind of help, grows up in a broken home, grows up amid a depressed environment, without any health care, and then goes to what is often the worst school in town, cannot be described without being called racist. The reactionaries of this country are trying to describe efforts to help that child as welfare, which is the code word by which we deliver money from "decent, hard-working Americans" to these people, when in fact the issue is justice, permitting children to have the same chance in American society.

Now, is there anything inconsistent with what you have said and what I have said, and if so, what?

Miss MOORE. There really is no contradiction. What we are asking for is the Society for Research and Child Development, which has been given the leadership for child development research, that black researchers have an opportunity to participate. So what you are suggesting is a change, we are both suggesting a change, so that it will no longer remain the property of a small group of white researchers, so there is no conflict.

Senator Mondale. No problem with that at all.

Senator Kennedy?

Senator Kennedy. I apologize very much for not having a chance to be here and listen to your comments and statements, but I look forward to reading it. One of the provisions that is included in Senator Mondale's legislation is rather interesting, and I think an innovative idea, about trying to provide some help and assistance to families that might be reaching out to their neighbors and taking care of small children in their home community.

Perhaps the mother would receive some kind of training and then use her home to bring some of the children in during the morning hours, a rather limited number, perhaps.

I suppose there is room for a good deal of flexibility here. This obviously helps provide some kind of guidance and instruction and care for the children, and it may also help the mothers in terms of employment opportunities.

And I am just wondering what your feeling is, whether you feel the system is flexible enough to help meet the kind of problems that you have noted. Do you feel this system will help with the problem of limited land area for buildings and large day care facilities? But I would be interested in what kind of reaction you would have to this provision, how important you think it is, and what you think might be able to be done with it.

Miss Moore. Well, as you well know, Senator Kennedy, the majority of children who receive child care receive it presently in home situations. We in the Black Child Development Institute, since we endorse maximum participation of parents in decisionmaking and having a choice and a right as to where they place their children, we would certainly endorse those parents having a right to place children in family day care homes within their community.

What we would like to see, and hope to offer assistance, would be in the quality of the child development program that exists within the family day care setting. I think, though, that we have to be careful about the context in which we interpret family day care. Much of the literature that we now have tells us of the awful conditions that are in these homes, and there are some children being kept under pretty poor conditions. But these surveys have been done for the main part again by witnesses whose perceptions of what they see might be somewhat different.

I think we would approach this in the context of having respect for those mothers in poor and black communities who have really taken care of children for a long time. We would also come to that with a positive perspective, that they have the knowledge of the community, know the culture style of that community, and are interested in providing quality child development programs. One should not go in assuming that we are going to really come in and train them and teach them. They have only kept children for 25 years, plus they have helped raise a lot of white folks' children, so that these people come with some experience. However, I do think that there is a role for groups like us to provide technical assistance in optimizing that child development that is going on within those home situations.

A program that I helped to formulate at the University of Michigan under Wilbur J. Cohen, which some of you may be acquainted with, wanted to——

Senator MONDALE. We have heard it.

Miss MOORE. We were very interested in this because we knew for a fact that that is where children were being kept.

Now, we proceeded with this program by first paying the licensed mothers who were taking care of these children in their homes for participating in a program that they in some ways helped to formulate, because we selected persons to give leadership to this program who also related to the community. The persons who trained and worked with these mothers were former Headstart teachers or teachers who had been in day care centers and had worked, but might not have professional credentials.

So, while we were training the mothers of poor—poor licensed day care mothers, we simultaneously enrolled the former Headstart teachers at the University of Michigan, so that they, too, could receive degrees in earlier education. This program is presently being funded at the University of Michigan, and if you would like to get it, I am sure one of your staff could get it for you. It is presently being funded under title 4(a), social security, which limits the eligibility of persons who would qualify for this program. There is a need to extend the resources which would allow other persons who do not fit within the 4(a) criteria to also have a choice of family day care.

Have I answered you satisfactorily?

Senator KENNEDY. A very good comment.

I don't have anything else.

Senator MONDALE. Would you tell us a little bit more about the Black Child Development Institute, where it is located, perhaps what kind of resources you have, how long it has been in existence, what you hope to do, and so on?

Mrs. MCKINLEY. Our offices are at 1028 Connecticut Avenue. The Institute came about through the concern of black professionals and parents who recognized the tremendous interest being generated in day care and child development service by businessmen and franchisers when President Nixon started pushing the family assistance plan, and when the recognition of the amount of money that was going to be available for the government of day care, the tremendous interest that was being exhibited by people who previously had no concern for child development. Because of this concern, a group of black people got together and we were able to pull together the kind of program that foundations were interested in, so that our present support comes from foundations.

In addition, we do provide technical assistance to community groups, to black community groups, who are presently operating child development centers within the context of community development.

Senator MONDALE. So you do a good deal of consulting work, then, with local organizations, setting up their own child development or day care centers?

Miss MOORE. I don't know if we made clear to Senator Mondale that we are not going around to little day care centers, because we see day care centers as an integral part of the community, the flow of economics within that community, the total development of the community, the positions that become available in that day care center, so that we are talking about black institutional building. when we talk about day care.

Mrs. McKINLEY. And only child development centers are being developed in that context.

Senator MONDALE. You are developing your own research capability?

Mrs. McKINLEY. (Nods affirmatively.)

Senator MONDALE. Have you gone to some of these white researchers and told them what you thought of their work?

Miss MOORE. Let me make this very clear, because——[Laughter.]

For example, I tried to contact Dr. Kagan before I came here today, because I wanted to share with him some of my concerns regarding some of his rationales as shared with you and intend to do this with him, and have that kind of relationship, so that I don't think that we are working in our position, but working and seeking to understand where our roles are and where we can each be most effective, because you know very well that as each group came to this country as an ethnic group, they carved them a piece of something, and this includes various groups of people.

But blacks have not been able to carve out any place where they can develop as a people. Here is an opportunity for us to not only give good child development to our children, but to develop our communities, and to develop ourselves as a people.

And I would just like to say one more thing to Senator Kennedy, is that, you know, there is a danger when you talk about family day care, that people will think you do not want to build new buildings for us, you want to put us in storefronts, you know, and make us all homey in our community, so that I think the critical issue here is the choice and the right that a parent has to place his child where he feels his child can grow and develop, so that is the critical issue to me.

Senator KENNEDY. Very fine.

Miss MOORE. Because we don't want old buildings and things like that.

Senator MONDALE. I hope you will work with our staff as we develop legislation. Thank you very much.

At this point I order printed all statements of those who could not attend the hearing and other pertinent information submitted for the record.

(The material referred to follows:)

BCDI, inc.

fact sheet

BACKGROUND

The Black Child Development Institute, Inc. is a clearinghouse for rendering a wide-range of child care services to predominantly Black communities across the country. The Institute is the technical assistance arm of the National Association for Black Child Development, Inc. (NABCD, Inc.), a group of Black educators, pediatricians, psychologists, nutritionists, social workers, economists, community organizers and parents who have come together around a common cause -- the needs of Black children.

As the need for more and improved child care became a rising national priority, NABCD, Inc. cited the accompanying need for the effective involvement of Black people in the development of programs that would effect their lives and the lives of their children. NABCD, Inc. created the Institute in August of 1970 to offer technical assistance, including administration, staff training, community involvement, curriculum and economic development to Black child development centers and to help establish new centers in the Black community. Through its efforts, the Institute provides Black communities with the tools necessary for operating child development centers in the community's interest.

PURPOSE AND OBJECTIVES

The purpose of the Institute is to initiate and support child development and day care projects that will mesh education and community as a dynamic force in economic and community development for building Black institutions. Its program pursues the following objectives:

- To demonstrate a child development center's capability to serve as a catalyst for community economic development;
- To utilize the operational staff of Black child development centers to develop curriculum materials for the enhancement of the self-image of the Black child and his family in relation to the educational process;

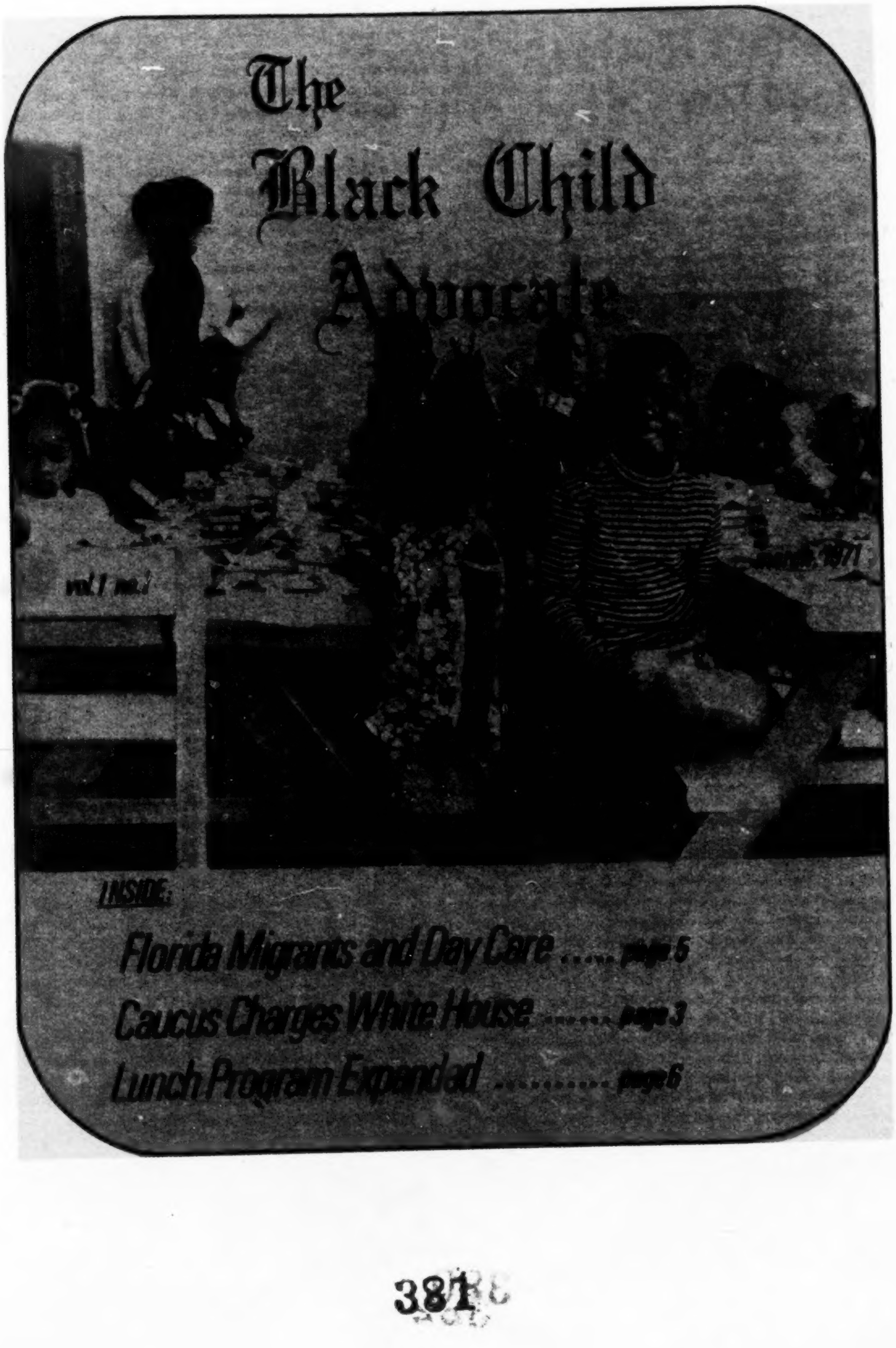
- To develop a cadre of consultants within each of the communities for ongoing improvement of the centers and their impact on community development;

- To develop viable models for staff development for professionals and non-professionals who work in child care centers in the Black community;

- To develop innovative proposals for federal, state, local and private resources geared to the creative development of the child, his family and the community;

- To disseminate to other communities materials developed during the duration of the project; and

- To establish relationships with Black universities for the purpose of developing more expertise in the field of child care and development and providing for the certification of day care personnel.



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Welfare Mothers Need Day Care

WASHINGTON, D.C. – Eighty per cent of the mothers receiving welfare want a steady job but cannot work because they have children under age eight and lack day care facilities, a recent federal study indicates. It found that one-third of women receiving welfare are trained for and willing to work, but are kept from jobs by ill health as well as by inadequate day care facilities.

Perry Levinson, a researcher for the Department of Health Education and Welfare, reported an increase from 25.3 per cent in 1961 to 44.5 per cent in 1968 of welfare mothers with high employment potential because of education or previous job experience.

About 38 per cent of this high-potential group also cited poor general health as an important factor in their joblessness.

Nearly 40 percent of the women with high job potential had four or more problems blocking their way to full employment, Levinson found.

Twelve identified problems to taking jobs are given as poor general health; serious health problems; low motivation to work; poor availability of day care; dissatisfaction with day care; young children; poor labor market; needed at home; needed to care for ill or aged family members; low self-esteem; high alienation or powerless scores.

Another HEW researcher, David B. Eppley, found that, between 1961 and 1969, Negro families increased from 43 per cent of the welfare total to 48 per cent. Whites dropped from 52 to 50.5 per cent.

Researchers Forced Out of Roxbury

ROXBURY, MASS. – A campaign waged by Boston's Black United Front has resulted in the termination of a Harvard child development study in the predominantly Black Roxbury section of Boston. "Black mothers beware," the Front's community research review committee warned in a notice, "Do not let your baby be used in this research."

One review committee member, Atty. Louis White, warned that data compiled by the project could be used to bolster the theory that Blacks are genetically inferior to whites.

Psychologist Jerome Kagan, head of the project, said that the projected five-year study, designed to trace child development between the ages of 4 and 13 months, will be shifted to a new population, "probably all white." The study is part of the Roxbury Infant Project.

The Black United Front's research review committee, a community monitor created to examine research and other projects conducted in the Black community, called for non-cooperation with the study in December, charging that it was "not in the best interests of the Black community."

"The results of this project – whatever they are – will not solve very real problems with which Black mothers and children must live in this society," Atty. White said at a recent press conference.

"If this country were really concerned about Black children getting a good education, it would do something about making sure they got enough to eat and had a decent house to live in and teachers who care," said Dr. James E. Telle, a Boston University sociologist.

The study involved 30 infants, aged 14 weeks to 58 weeks, who spent 8 hours a day at the Roxbury Infant Clinic. The mothers of the children were said to be unmarried and between 17 and 22 years old. The over half a million dollar project was financed by HEW.

Other criticisms of the study included that it presumed in the very design of its research that scientists can isolate, study, and manipulate a specific set of behavior patterns in people without dealing with the context in which people live.

Nowhere in the project was there any attempt to examine – far be it to change – the economic, social or physical conditions in which the mother and child live, critics say.

For further information contact: Boston Black United Front, 70 Warren Street, Roxbury, Mass.

You May Want To Check Out...

– The National Welfare Rights Organization has produced a packet called HOW TO ORGANIZE YOUR SCHOOL LUNCH CAMPAIGN. It contains 15 pages of detailed information on what you are entitled to and how to go about getting it. The packet is available at 50 cents per copy from NWRO 1419 H Street, N.W., Washington, D.C. 20005.

– Drum & Spear Press, a Black publishing house in Washington has put out two new books in its Black Children's Series, THE CHILDREN OF AFRICA COLORING BOOK and THE BOOK OF AFRICAN NAMES. Cost is $1.00 each. They are obtainable from Drum & Spear Bookstore, 1371 Fairmont Street, N.W., Washington, D.C. 20009.

– In KENTUCKY FRIED CHILDREN, Black teacher Joseph Featherstone takes a critical look at the national day care problem. Originally published in the New Republic Magazine, copies are available free (one per request) from the BCDI office.

White House Conference

Day Care Centers Head List Of Black Caucus Demands

A long list of recommendations aimed at freeing Black children from the handicaps of poverty and racism were sent to President Nixon by Black delegates at the recent White House Conference on Children. The Black delegates angrily charged that the conference neglected minority youngsters, and they formed their own caucus.

Among the major programs and changes the caucus wants for Black children are the following:

- Day care centers should be set up and financed directly by the federal government and not through state or local welfare agencies. The programs should be planned and directed "by the people of the community who use them," and "all efforts to commercialize day care centers should be resisted."

- Black children should receive an adequate program of Afro-American studies because it is "of crucial importance with respect to the development of identity, competence and confidence." Books used in schools and in libraries "need to be revised to make such a program possible."

- Black children should receive "political education in early years." No federal funds should be given to "schools which use the Confederate flag or songs or utilize non-teaching personnel as spies."

- Teachers of Black children should have specialized training in the Black experience. The discriminatory dismissals of Black teachers that occur when schools are integrated should be stopped.

- There should be an "investigation of the alleged misuse of tranquilizers and other drugs on students in school."
- Family-centered, federally financed health care should be provided and supported by a national health insurance system. These programs should be "neighborhood based and controlled by recipients of the services." Black manpower should be recruited and trained to help meet these expanded services.

- Programs "to meet the widespread hunger and malnutrition of Blacks before and after birth should be provided" with federal funds.

- School health services should be set up "to prevent, identify and resolve health conditions which affect learning adversely."

- Research on "illnesses which particularly affect the Black community, such sickle cell anemia," should be adequately financed.

- A federal commission should act to prevent and correct the unnecessary confinement of Black children in correctional institutions.

- A White House Conference on minority affairs should be called, and a permanent board set up to implement these recommendations of the Black caucus.

For further information contact: Dr. Charles Hurst, President's Office, Malcolm X College, 1757 West Harrison, Chicago, Illinois 60612

Gary, Ind. Uses Title IV-A Monies

GARY, IND. – Gary, Ind., home of Black Mayor Richard Hatcher, is now eligible to receive three dollars from the federal government for every one dollar local agencies spend on day care centers for the children of parents with low income.

The federal participation in this program is limited to day-care services provided to children who currently, potentially, or previously qualified for assistance under the aid to dependent children programs. The money to be used will come out of Title IV-A of the Social Security Act funds and will be funneled through the State Welfare Department.

This action is the result of an executive order signed by Gov. Edgar Whitcomb.

The key to this development is a provision authorizing Model Cities money that is used for child care services to be considered local money. Thus, federal money will be used to attract more federal money.

Gary, along with South Bend and Indianapolis, are eligible in this program because they are recognized Community Coordinated Child Care (4-C) cities. In order to qualify as a 4-C community, all of the child care organizations in Gary had to merge and arrive at a common set of goals and operating procedures.

Once acknowledged as a 4-C community by HEW, the Gary 4-C becomes the sole agent for all of the child care organizations seeking federal funding.

The $300,000 for which the 4-C is eligible will only provide spots for 250 children, as the yearly unit cost for one child is about $1,200.

Day Care Now Easier For D.C. Children

WASHINGTON – In 70% Black Washington, D.C., the City Council has voted to liberalize child day-care benefits for working parents and to provide free medical care for children suffering from lead poisoning.

The day-care regulation increases from $6,000 to $7,000 the maximum income allowance for parents seeking day care assistance. Under District programs, subsidies go directly to day care centers but parents seeking care must apply through the District government.

The cost of the new regulation was put at $100,000 – $25,000 from local sources and $75,000 from federal matching funds.

City officials estimate there is a demand for such services for 25,000 children. However, only 1,431 are presently enrolled.

The new regulation also permits families with both parents working, but whose combined income falls below the maximum, to get benefits on a first-come, first-served basis. The city has been excluding such families as a matter of policy.

From 500 to 1,000 children in Washington need medical treatment each year for lead poisoning. The Council passed a regulation to provide treatment free "regardless of the family's income."

Desegregation Funds: A Broken Promise

"The promise of the Emergency School Assistance Program has been broken," states a recent report prepared by a group of private civil rights-oriented organizations.

According to the report, "Funds that were appropriated by the Congress last August to help desegregate public schools have been used for general school aid purposes unrelated to desegregation. In many instances, funds have been granted to school districts that are continuing to discriminate against Black children."

In 179 of the 295 ESAP-assisted districts visited by the monitors, they found "clear evidence of practices which should render the districts ineligible." In 87 districts, indications of illegal practices were found which "raised serious questions about their eligibility." And in only 29 districts – less than 10% – did the monitors find no such evidence.

There is obvious conflict between the findings of the monitoring group and the opinions of HEW Secretary Elliot L. Richardson. HEW is charged with administering the ESAP funds.

In a December U.S. News and World Report interview, Secretary Richardson was asked, "Do you think that you have now accomplished pretty largely the job of desegregating southern schools?"

His answer – "Yes. There are only 76 school systems among the 2,700 in the entire South that have not carried out desegregation plans. Roughly 60 of them are subject to court suits now being carried out by the Department of Justice. A number of them are in some stage of negotiation. There may be three or four systems we just haven't reached yet in our legal actions."

He was also asked how many Black children are actually attending desegregated schools in the South.

Richardson answered, "We know that 90.5% of all Negro children in the South are attending desegregated systems. We don't have a figure yet on just how many black children are attending desegregated schools defined as majority-white schools."

Organizations involved in preparing the report, *The Emergency School Assistance Program: An Evaluation,* include the American Friends Service Committee, Delta Ministry, Lawyer's Committee for Civil Rights Under the Law, Lawyers Constitutional Defense Committee, NAACP, Legal Defense and Educational Fund, Inc., and Washington Research Project.

It is based upon personal visits to nearly 300 school districts receiving ESAP grants by attorneys and by other persons experienced in school desegregation problems, and upon a review of the grant proposals of over 350 successful applicant districts.

N.Y. Relaxes Requirements; Centers Increase By 50%

NEW YORK CITY – New York City's day care centers for children will be increased by more than 50 percent this year, Human Resources Administrator Jule M. Sugarman reported to Mayor Lindsay.

The expansion will be accelerated under proposed guidelines that will make it possible for community-based day care groups that do not meet present City funding requirements to receive public funds on an interim basis.

The city has been under fire by community control advocates who have protested the stringent licensing requirements for day care centers.

The number of centers will increase by 69 – from 119 centers serving 8,000 children in the beginning of this fiscal year, to 188 centers caring for 13,700 children by June 30, 1971, a 71 per cent increase in the number of children served, Mr. Sugarman reported.

The current year's day care budget is $36 million, of which the Federal government pays $27 million and the City and State pay an equal share of the remaining $9 million.

CAMP Aids Florida Migrant Kids

by Willie Dawkins – BCDI Technical Assistant

There is an old saying that travel broadens the mind; however, if one attempted to communicate this to the children of migrant farm workers, the response is almost certain to be one of incomprehension, if not overt suspicion. When the migrant child travels, he mostly experiences hovels, fields and a life of need – a lot shared by most farm laborers. Unless this criminal system is significantly altered, the odds are overwhelming that the migrant child and his children will join the ranks of their predecessors. The Community Action Migrant Programs, Inc. (CAMP), through its day care centers, is attempting to provide a better destiny for the worker and his children.

CAMP is a non-profit service organization which operates in Southern Florida, particularly in the Glades Area. It considers its primary task as improving living conditions for farm laborers. Along with programs geared to economic development, housing and education is a conscientious attempt to initiate child development centers and to improve the services of those centers already operable.

Although CAMP entered the child development field as a complimentary program to free parents for non-farm relate job training or to allow both parents to work, they have come to realize that child care is more than custodial service. Born to illiterate or semi-illiterate parents who work the fields and citrus groves from dawn to dusk, a migrant child has to develop in a barren environment, lacking many of the experiences and resources the well-to-do take for granted.

As a bases upon which to build effective child care programs, CAMP's two centers emphasize nutritional and health needs. At the Belle Glade (pop. 1658) and Immokolee (pop. 3224) Centers, migrant youngsters receive two full course meals and two snacks daily. There are regular visits to the CAMP clinic, which is open one day a week. The availability of health care, of course leaves much to be desired. Nevertheless, this is a significant improvement over the past.

The Immokolee Day Care Center is located in the auditorium and kitchen facilities of a phased out Black high school. The staff consist of a director, a cook-housekeeper, a housekeeper, and one full-time aide. Volunteers are few and far between due to low economic level of the community.

Although the staff is essentially untrained and has virtually no educational equipment, they do a job in which parents take pride in. The composition of the students is Black, Chicano, Puerto Rican and Seminole Indian, while the staff is composed of Black and Chicano mothers.

Since most of the people are farm laborers and skilled professionals are non-existant in the Glades area, the Immokolee Center is at an impasse. Money is scarce and trained people are reluctant to commute the long distance to the small town, so the center and CAMP make do with what they have.

Technical asistance is in great demand and those affiliated with the center realize that their day care center is in danger of not continuing. What is more disheartening is that the facilities at the high school could be made into a tremendous instrument for community development and service.

But there is no despair; in fact, one comes to realize that while enormous obstacles exist, the greatest asset which the migrant farmers and CAMP have is their unshakable resolve to alter the course of their environment.

Belle Glade community and its child care center are similar in many respects to those of Immokolee: they face the same problems with basically the same limited resources. The facility is a relatively new building with a kitchen and space adequate enough to accommodate the forty-eight children that are enrolled.

The children who attend this center need considerable specialized assistance, and it will take a certain amount of skill and equipment to provide the needed services. Obstacles of this sort are not new to the migrant workers, and as their ingenuity, common sense and desire have been their main-stay in developing programs in the past, so will it be with their attempts to bring about effective child care centers to the migrant farm regions of Florida.

BCDI is attempting to draw together resource people to work in the Belle Glade, Immokolee area. If you, or someone you know, would like to help in Southern Florida, please notify the BCDI office.

MRC Gets Contract To Help In Bronx

NEW YORK CITY – The Multi-Racial Corporation (MRC) has received a $105,000 contract from the New York City Model Cities Administration to develop day care proposals for twenty community corporations in the Black and Puerto Rican South Bronx.

The Department of Housing and Urban Development had alloted $1.5 million for day care in the South Bronx Model Cities area. However, community groups needed help in coordinating the necessary legal, financial, architectural, contracting, personnel and related professional services needed to develop and organize their programs.

MRC was assigned the responsibility of providing the groups with whatever professional and technical assistance needed to develop the day care proposals.

Altogether, these 20 centers will be serving more than 2,000 children. Each group is receiving some $40,000 seed money, which includes funds for personnel as well as option money to buy property and legal and architectural costs needed to prepare final drawings and required legal documents.

For more information, contact: Thomas Karter, MRC, 1346 Connecticut Ave., N.W., Washington, D.C. 20036

Guarantee Given On School Lunches

WASHINGTON – Does your child receive lunch in his school or day care center? The government says it will guarantee free or reduced price school lunches to needy children even if some family breadwinners are challenged by local officials as to income status.

Under new regulations for school lunch eligibility announced by the Agriculture Department, states and local school districts beginning Jan. 1 must provide free or low-cost lunches to children whose families earn less than national poverty standards.

But even if local officials challenge incomes certified by poverty level families, the new regulations say, children from those families must be served until the matter is settled.

Until now, schools have been able to decide who gets free or reduced price lunches on the basis of "local economic conditions." The new criteria, officials say, will make the program more uniform on a nationwide basis.

The national income standards are the first to be applied to federal school feeding programs. They set minimum eligibility guidelines for families of needy children participating in the programs.

The minimum income requirements and the broad outline of the new school lunch procedures were proposed by the department earlier this year after Congress liberalized the feeding program to accommodate more needy children.

Local school authorities will determine eligibility of needy children but they cannot set local income requirements lower than specified by the federal guidelines.

For example, school children from a family of four with an income of not more than $3,720 a year are eligible for the free or cut-rate meals.

Local authorities will be required to determine family eligibility – in line with the federal income minimums – on the basis of a number of factors, including total family income, family size and the number of children in school or in day care centers.

The new regulations spell out in detail how local school officials must proceed in complying with the program, including public announcements on standards of eligibility for low income families.

For more information contact: Food & Nutrition Service, Department of Agriculture, Washington, D.C. 20250

COMMUNITY NOTES

THE THIRD JONATHAN DANIEL Day Care Center in Selma, Ala. is under construction at the Selmont Community Baptist Church. Erected in 1969, the original Jonathan Day Care Center is financed by the Epscopal Church of New York City; labor comes from Operation Mainstream and donations from other organizations. Mrs. Theoda Smith is director.

THE ECONOMIC DEVELOPMENT CORP. in Camden, N.J. has opened a day care center at 250 Line St., Camden. EDC is a Black organization that obtains financial and technical assistance for people desiring to go into business.

THE NATIONAL URBAN LEAGUE has provided a grant to the Philadelphia Urban League to create a technical assistance program to aid local groups in the creation of a community corporation that will operate quality day care facilities in that area. The program began in August 1970.

SISTER PHYLLIS J. ROBINSON of the Providence, R.I. Headstart encourages folks to attend the National Association of Community Development Annual Conference scheduled for March 28 - April 2 in Seattle, Washington. The conference includes Early Childhood Development and Educational Committees. "Senators and Representatives also attend these conferences and a lot of insights are given in small group situations which are a valuable asset in dealing with the professional politician," Mrs. Robinson points out.

Meet the BCDI Staff . . . .

EVELYN MOORE,

DIRECTOR

Evelyn Moore is Director of BCDI. Previously, Evelyn served as a Special Assistant to the Dean of The School of Education at The University of Michigan where she developed innovative educational programs, with emphasis in Early Childhood Education.

In addition to an M.A. in Education from The University of Michigan, Evelyn has six years of teaching experience. She has worked as The Coordinator of Compensatory Programs where she directed The Jones Preschool Program and coordinated The Title I Preschool-Kindergarten Project, and as Director of The WRAND Day Care Center; a demonstration project. Both positions were in the Michigan area.

Evelyn is a board member of The Midwestern Association for The Education of Young Children, American Civil Liberties Union, The Day Care and Child Development Council of America, Inc. and The National Association for Black Child Develoment. She has received The Washington Community College Service Award and The Outstanding Young Woman of the State of Michigan Award.

MAURINE McKINLEY,

ASSOCIATE DIRECTOR

BCDI Associate Director, Maurine McKinley, holds a B.A. in Sociology from The University of Oklahoma and has done graduate work in Social Work at A&M and Howard University. With 12 years experience in social group work and community development, Maurine will share responsibility for BCDI daily operations.

WILLIE DAWKINS,
TECHNICAL ASSISTANT SPECIALIST FOR COMMUNITY ORGANIZATION

Willie Dawkins is BCDI's Technical Assistant for Community Organization. He has a B.A. Degree from Harvard University and has worked as a grass-roots community organizer with various national and local organizations. Born and reared in Charlotte, North Carolina, Willie will be aiding BCDI sites in their organizing efforts.

TONY GITTENS,

EDITOR/WRITER

Our Editor/Writer, Tony Gittens, will be coordinating BCDI's publication services. He has a B.A. Degree from Howard University where he worked on the editorial staff of the school newspaper and literary magazine and was active in student affairs. Recently, he spent 9 months visiting Africa and Europe. Tony comes to us from The Day Care and Child Development Council of America, Inc., where he was an editor.

BROTHERS AND SISTERS!

THE BLACK CHILD ADVOCATE is a publication of The Black Child Development Institute, an organization formed to act as a strong voice for the needs of Black children.

THE ADVOCATE is published monthly and carries news of recent developments in the child care field that effect our community. Knowledge is power and we want to keep you informed.

Subscriptions are free. Send requests, Letters to the Editor, articles and comments to:

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Prof. Won't Pay Fine... Lands In Jail

ST. LOUIS, MO. – Henry Etzkowitz, professor of sociology at Washington University and director of a day care center was jailed last month for violation of the city's building codes.

Etzkowitz refused to pay the $250 fine for violations at the Infant Growth Environment Day Care Center on the second floor of a local church.

"That room in the church is somehow okay for white children at Sunday School class, but when the center uses it during the week to take care of black kids, it's apparently a different story," he said.

In operation for 18 months, the center cares for black children 6 months and older. Etzkowitz has been seeking a public service permit to operate the center for 12 months.

The center filed for a writ of mandamus seeking the issuance of the permit.

Etzkowitz' wife charged that city officials were arbitrarily finding things wrong with the center's building because the center was proving that care operations for the very young could be successful. "The city's agencies do not want the responsibility of assuming that task," she said.

Etzkowitz s attorney said he did not know the source of the problem but charged that "something is wrong somewhere when a man goes to jail for taking mothers off the welfare lists."

When a mother must pay $15 a day for a baby sitter, she will not work, he noted. He said the center charged $9 a week for all-day care.

BCDI Classified

DIRECTOR of Chesapeake & Potomac Telephone Company day care center in Southeast Washington, D.C. Center has annual budget of $200,000, a staff of 15 and an enrollment of 100. The applicant should be between 25 and 40, have education and experience in early childhood education, be familiar with day care methods for preschool children and preferrably be from the Black urban community. Annual salary is $11,000 to start. Contact: Community Learning Centers, Inc.; Hotel Continental; 420 North Capitol St., N.W., Washington, D.C. 20001. Tel: (202) 638-2182.

HEAD OF DEPARTMENT of Early Childhood-Elementary Education at College Park Campus of University of Maryland. The position carries a twelve-month appointment with appropriate rank and salary and is effective September 1, 1971. Contact: George Eley, Chairman, Search and Screening Committee; Univ. of Maryland; College Park, Maryland 20742.

DIRECTOR of John Hope Settlement House day care center in Providence, Rhode Island. Applicants should have at least 3 years experience plus a B.A. or at least 5 years experience in child development programs. Salary is $9,000-$9,800 per year. Contact: Albert Herbert, John Hope Settlement House, 7 Burgess St., Providence, Rhode Island.

> "It doesn't take a White House Conference to feed hungry children. It takes money, courage, commitment and will."
>
> –Rev. Ralph Abernathy speaking to a protest meeting of delegates to the White House Conference on Children.

THE BLACK CHILD ADVOCATE
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From A Black Perspective

No. 1

Optimum Conditions For Minority Involvement In Quality Child Development Programming

Black Child Development Institute

From A Black Perspective Optimum Conditions For Minority Involvement In Quality Child Development Programming

Prepared By
The Staff Of Tne:
Black Child Development Institute
1028 Connecticut Avenue, Suite 415
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The ***FROM A BLACK PERSPECTIVE SERIES*** is a collection of position papers prepared by the Black Child Development Institute, Inc., dealing with current issues and developments in the field of child development. Each paper approaches its topic from the Black point of view and offers guidelines with which Black people can evaluate and act upon child development programs and legislation that affect their community.

Thus far, the series includes:

1. Optimum Conditions for Minority Involvement in Quality Child Development Programming
2. Community Coordinated Child Care (4-C) Programs

These papers are available at one dollar per copy. Orders should be sent to:

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FROM A BLACK PERSPECTIVE
OPTIMUM CONDITIONS FOR MINORITY INVOLVEMENT IN QUALITY CHILD DEVELOPMENT PROGRAMMING

I. INTRODUCTION

It is the purpose of this document to establish a framework for evaluating child development/day care legislation which has either been introduced or may yet be developed in 1970 as the result of compromises and amendments.

This analysis and series of proposals is based upon the premise that there is a need for legislative policies and administrative regulations which may maximize the involvement and meaningful participation of Black and other minority communitities in all aspects of child development programming while providing for maximum program quality. Conversely, there are other decisions which can be concretized in legislation or regulations which may render such quality or involvement and participation impossible. In addition, there are considerations for the attainment of these goals which are addressed by none of the pieces of legislation currently being discussed.

The material included in this document is the result of non-partisan research and analysis conducted by professional staff members of the Black Child Development Education Center (BCDEC).

Sources for this document include: materials available from the Office of Child Development; the Department of Health Education and Welfare; Day Care and Child Development Council; pending child care legislation; Report to the Education and Labor Committee; House of

Representatives; Expanding Head Start submitted by Head Start; OEO and BCDEC files and numberous organizations and individuals who were asked for their comments.

II. WHAT ARE CHILD DEVELOPMENT PROGRAMS?

Individual and Community Development

Essential to the creation of meaningful child development programs is an accurate definition of what programs in fact qualify. "Developmental" programs make possible both the optimum comprehensive development of the child as well as the optimum economic and social development of the specific community from which the child comes. Such programs address the total needs of young children----physical, nutritional, social, educational, and psychological - but only in conjunction with the parents and leadership of the community. The efforts and achievements of a child development center are complementary not interventionary. A project should assist in strengthening the community-parent-child relationship but does not interpose itself as a community-parent substitute in that relationship. In addition, child development projects can have great economic and social impact if they are implemented as community institutions which seek every opportunity to catalyze community development and change. Thus, project staffing, training, the provisions of services and equipment, involvement, and training of parents are not isolated activities but opportunities to maximize the center's social and economic impact upon the community and its members.

B. Variety of Fundable Programs

A related consideration is the type of program which should be eligible for federal assistance. Using the definition above, a wide range of programs could be funded, ranging from those which maintain close parent-child ties (mini-programs serving children of a given family or extended family) to programs which serve a city-wide constituency. Special considerations might be given to existing programs (e. g. the neighborhood babysitter who cares for her own and neighbor's children) with funds and technical asistance provided for the upgrading of service and maintenance of quality standards.

Programs should also be scheduled flexibly to meet the needs of the communities in which they are located whether they are needed for part of the day (after school) or on a 24-hour basis. Ages of eligible children may vary with the kind of program available; ideally, funds should be made available to meet the needs of youth 0-16. Federal standards should be flexible enough to permit the funding of specialized programs to meet the needs of infants as well as older children.

C. Eligible Sponsors

In the field of child development, new institutions with fresh and innovative approaches are badly needed to meet existing needs. Eligible sponsors of child development programs would be private and public non-profit and for-profit organizations and corporations. Preference should be given to community sponsors who should be encouraged and assisted in competing with established public and private agencies.

III APPROPRIATION//AUTHORIZATION

A. Adequacy

Projections of costs for child development services are ideally based upon the fact that there are approximately 2.5 million economically disadvantaged children who are presently not being served by day care/child development programs. Estimated costs per child per year run from an average $1,196 (based on average projected costs of $23 weekly as calculated by franchise industry spokesmen) to desirable costs of $2,320 (projected by government sources for children in comprehensive programs). If new legislation in this area seeks to significantly address the community's real needs, and expansion were to occur at a rate to reach an enrollment of 800,000 children the first year of a program's operation, "Federal obligation would be $1.1 billion plus whatever portion of $850 million in construction costs would be federally supported."*

B. Repeal of Other Authorizations

1. There is justification for the repeal of other legislative authorizations which permit the expenditure of funds for child care if the agency designated to consolidate those authorities is permitted to preserve the strengths of other programs (parent involvement in Head Start) and has the sensitivity and ability to meet community needs more adequately than the separate agencies now do. To centralize for efficiency alone is not a sufficient argument for consolidation.

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*See "Expanding Head Start", and OEO report to the Education and Labor Committee, House of Rep.

2. There may be further justification for consolidation and repeal of other authorizations if the new dollar amounts proposed clearly exceed those presently available under separate authorizations, so that support of existing programs is continued while permitting the funding of new projects as well.

C. Distribution and Administration of Authorized Funds

1. Federal Administration

The optimum situation is that funds would be distributed by the Secretary of the DHEW or his designated representatives in national and regional offices. The formula for the distribution of operational funds should conform to the patterns and concentrations of need in regions, states, and local communities.(e.g., allocated on the basis of the number of economically disadvantaged children). Certain funds would also be retained by the Secretary for administrative staffing, technical assistance, research, evaluation, and demonstration purposes).

2. Decentralized Administration

At the same time, there is also a need for an intermediary decision-making apparatus which is closer to the community served, so that the delays and arbitrary actions of distant bureaucrats can be avoided. Several options are possible. Funds could be channeled through a prime grantee at the local (municipality) level, with provisions for majority representation on the policy-making board of consumers and organizations which serve and/or represent consumers. Local branch offices representing the Federal presence, with responsibility for receiving proposals, distributing funds and providing technical assistance is another.

3. State Involvement

The involvement of states in the administration of federally funded child development programs is not desirable. To be sure, some few states are spending funds for child development programs equal to or more than the Federal investment. Most states bureaucracies, however, are remote from the people to be served, unresponsive and administratively ill-equipped to develop innovative programs. Should state involvement and funding be unavoidable, however, certain safeguards should still be used (see Section on Federal, State Interrelationships on this point) Not all funds should be allocated to states. Certain funds must be held back by the Secretary for the purposes enumerated above as well as for direct funding to communities. Moreover, of those funds which can be allocated to states under a designated formula, not all funds should be distributed to states initially. In the event of lack of cooperation, and particularly, lack of responsiveness to minorities and poor performance at the state level, there is need for an intermediary sanction authority available to the Secretary short of withholding or cutting all funds to a given state. If only a percentage of approved funds goes to states initially, the balance would be forthcoming when the Secretary was satisfied that states are performing satisfactorally. This provision underlines the need for community feed-back mechanisms which could provide that information.

D. Federal Matching Formula

Given the minority community perspective, the optimum situation is a federal contribution for project or contract costs of 100% of costs incurred. If less than 100% is provided, (minimum 90%) the matching share can be met with in-kind contributions. Federal regulations regarding "in-kind" should be geared to what community project sponsors can realistically produce.

E. Fee-Setting Authority

The Secretary of DHEW should have authority to set minimum and maximum fee levels where fees are charged. (Children who are economically disadvantaged should not be required to pay any fees). State officials who are expected to be more vulnerable to entrepreneural pressures should not have such authority. Moreover, if fees are counted as the non-Federal matching share, the Secretary should be required to provide for the frequent monitoring of programs in which non-economically disadvantaged children are enrolled to assure that the needs of the economically disadvantaged are still being given priority.

IV. FUNDING

A. Continuity of Funding

One of the major sources of frustration and concern in minority communities has been the one-year funding cycle, which has made planning, experimentation, and recruitment of staff difficult. New legislation should permit funding cycles of at least three years, with provisions for the yearly evaluation of programs. This approach is particularly appropriate in view of the institutional character of the child development center. Programs found wanting could be revised, given technical assistance where there are shortcomings, or discontinued.

B. Direct Project Grants and/or Contracts

1. Eligible applicants should qualify for federal support by submitting proposals for the funding of comprehensive child development programs. The use of this funding approach permits community-based organizations which do not have start-up capital to provide day care services. This approach also reinforces the principle of the right of children to these services, ideally, a right that should be extended to all children. It is important, however, to pro-

vide for maximum parental choice within this system. Parents should not be limited, for example, to the use of a center which serves their geographic area.

2. If funding approaches in addition to/or other than the project grant or contract system are proposed, both the pro's and con's of such methods should be assessed. Two major considerations are:

a. What approach maximizes the opportunities for communities to develop day care centers which meet their collective needs?

b. Which method maximized the parent's free choice in securing day care services?

C. Voucher System

1. A voucher system permits the provider of day care services to be reimbursed by the government for the costs of the care, after submitting a voucher given to him by the consumer (e. g., food stamps). A mandatory voucher system which requires parents receiving assistance to place their children in approved facilities is undesirable for these reasons:

a. Community organizations could be handicapped in developing approved facilities to qualify for reimbursement under a voucher plan because of lack of investment capital.

b. The need to certify facilities usually done by municipalities and states could permit the intrusion of subjective judgements unless standards for certification were uniform and federal monitoring was built in.

c. Govermental agencies would be interposed, depriving the individual of the widest possible range of options in determining what would be best for his child.

2. On the other hand, a voucher system combined with other systems (e. g., direct project grants) and which permits collective action by individuals might provide a valid experimental approach. For example, if 50 parents would be permitted to combine their vouchers and thus certify that they intended to develop a new facility or utilize an existing one, such certification could result in a project grant for that group.

D. Cash Payment

Another approach permits an affected individual (e. g., Family Assistance Plan or FAP enrollee) to either deduct from his salary the expenses of day care or receive a bonus cash payment to provide services for his children. Although there could be no guarantee that funds would be spent for that purpose, such individuals would have the same free choice as all other citizens. The *exclusive* use of this method would make it difficult, however, for community organizations to develop a facility to qualify for funds under this method since start-up costs could not be guaranteed.

E Funding Method Experimentation

If the use of funding methods (other than exclusive reliance on project grants and contracts) is legislated, all methods should be tried in a *given community* on a carefully controlled basis subject to Federal approval and review. Organizations in municipal districts of certain size (e.g., 5,000 families) would qualify to receive project grants. In addition, individuals in that community might be given a choice of using the facilities funded by project grants or the voucher or cash-payment system. In smaller municipalities, one or fewer options might be exercised. None of the methods other than the grant or contract approach should be mandated, however, until they are tried and evaluated.

V. FEDERAL/STATE RELATIONSHIPS

A. Federal Administration Only

1. Although there are always the prospects of abuse of such authority, the administration of programs at the Federal level has almost universally been more satisfactory from the point of view of minorities than administration by states, in terms of responsiveness, flexibility, and speed.

2. The Office of Child Development in the Office of the Secretary, DHEW, providing it can be made more responsive and reflective of the minorities it serves, should be the agency designated to administer all child care legislation.

3. The Federal government must make provisions to provide information and technical assistance in advance to communities so that they can develop proposals and funding plans which meet federal criteria. Recommended would be the use of minority contractors and consultants to perform this task on a grant or contract basis. Crash deadlines and complicated

regulations are a boom to professional "grantsmen"; they are an anathema to community organizations without access to bureaucracies.

B. Safeguards in the Event of State Involvement

Optimum conditions for the federal/state interrelationship have already been discussed. Treated in this section are some suggested safeguards which might be utilized, should a major state role be legislated.

1. State Plan

A favorite device for state involvement is the state plan, which provides for the spending of federal monies. The plan is usually developed by state authorities, submitted for approval to the Secretary of DHEW and is then used as the basic guideline for distributing funds (often including the recipients of funds in the plan itself).

a. If this approach is used, there must be clear Federal criteria for approval of state plans. We would recommend that states be mandated for example to have given priority to economically disadvantaged areas in accordance with the concentration of population and to have set aside a certain percentage (e. g., minimum of 20%) of the state allocated funds for local community initiated programs (e. g., sponsored by grass roots, consumer, ethnic organizations and groups).

b. The acceptance of state plans should also be contingent upon a careful review of the process used to develop the plan. States must have provided for community input and review of the plan prior to its finalization, with sufficient notice and technical assistance to potential applicants.

c. Provisions should be made for amendments to a state plan so that applicants not originally included would not be forced to wait until the next fiscal year.

d. Once the state plan is developed, responsibility for administering funds should ideally remain in Federal hands.

2. State Commission

a. If there is to be a state plan, the recommended vehicle for the development of that plan is a state commission which is representative of day care and community interests in the state. The commission's major function should be to set priorities for funding in the state, following Federal guidelines, to amend the plan as the need arises, to serve as a feedback mechanism regarding the effectiveness and adequacy of programs, and to assist in getting communities the help they need. The commission should not administer the state's share of federal funds

This should be done by regional OCD offices or local grantees . Nor is there a need for a separate state agency to administer funds or to prepare a state plan which the commission then approves.

b. The composition of a state commission is an important consideration. Optimally, a state commission would consist of membership appointed by the governor (including his own representative, public agencies, etc.), membership consisting of established community organizations private agencies selected by local prime grantees, branch offices of the Office of Child Development or regional OCD offices and at least 51% parents, selected according to democratic procedures. Minority private agencies and organizations (National Urban League, National Welfare Rights Organization, etc.) should be encouraged to become part of the commission under these provisions.

1. A formula for selecting parent representatives might be:

a. All state-wide day care (Head Start) parent organizations would be entitled to representation on the commission.

b. Each community based organization of parents involved in day care/child development programs would nominate a representative to

c. Selections of the number of parents who along with state-wide parent representation would make up the 51% parent membership would be made by a parent committee convened by the regional Office of Child Development.

2. In addition, representation of each minority on the state commission should reflect at the minimum the percentage of that minority served by federally supported programs in that state.

c. Provisions must be made to inform local communities of the selection of the state commission and technical assistance must be provided upon request of those organizations and groups who seek state representation and involvement. Similarly, there should be notification in communities if there are subsequent hearings held by the commission or revisions of the state plan or other issues.

VI. PROJECT ADMINISTRATION

A. Staffing

1. State or other certification requirements should not be considered a barrier in recruiting and hiring employees.

2. Racial and/or ethnic representation on the staff should at the minimum be reflective of the community served, in the same proportions as the incidence of minorities in that community.

3. Priority should be given to the hiring of community residents.

4. Recognizing the economic status of most minority communities served by federal programs, the use of volunteers should not be mandated, but should be left to the discretion

of the local project. If there is volunteer involvement, members of the community served of all age groups and socio-economic background and status should be considered eligible for service.

B. Training

The underlying principle regarding training and the use of technical assistance should be to move project personnel to the point of becoming self-sufficient.

Individual projects should be responsible for defining their own training needs and identifying training resources.

1. Funds should be available for training of both professionals and non-professionals, in both institutional and on-the-job settings. (In view of the scarcity of certified and professional personnel, larger percentages of training funds should be provided for non-professional training).

2. Funds should be budgeted for in-service training, and applicants for project grants should be permitted to incorporate funds for that purpose in their proposed budgets.

3. Federal funds for technical assistance should be made available for the purpose of identifying training resources in the community if requested by individual grantees.

4, Once programs are operational, technical assistance should also be provided upon request for the development of career ladders for project employees. Funds should be provided to assist in developing career development programs geared to local project needs.

C. Other Technical Assistance

1. Technical assistance must be made available to community applicants for the purpose of developing proposals, interpreting federal guidelines and regulation, etc. Assistance should be provided, in keeping with the federal administrative responsibilities until projects are operational.

2. Applicant organizations must be permitted to include budget items for technical assistance of all kinds in their proposals. Thus projects should then determine how such funds should be spent although they may request regional and federal assistance as needed.

3. Even with more emphasis upon decentralization of the administration of technical assistance funds, a certain percentage of these monies will be spent nationally. There is a need for a national technical assistance plan for child development programming developed with consumer and community input, which will establish guidelines for the distribution of funds in this area. Contracts and grants let for this purpose should be let competitively as a rule. A system for community advertisement of a request for proposal (RFP), particularly among minority firms, is also a critical need.

D. Eligibility

1. Although some economic integration (integration of children of various socio-economic backgrounds) may be desirable, it should not be mandated. Standards should be developed limiting the participation of economically advantaged children unless legislation provides funds adequate for care

for all children. Consideration should be given to the use of sliding fees in the event that economically advantaged children are enrolled in the program.

2. Economic criteria determining need should be realistic for the area served. Provisions should also be made for revision of income criteria over time to keep up with cost of living changes in the economy at large.

3. Geographic location of families to be served should not be a factor in determining eligibility. Parents should have the choice of not choosing a neighborhood center even though it is convenient.

E. Provision of Supplies and Services/Minority Economic Development

The services of minority contractors and suppliers must be utilized fully in all programs receiving federal assistance and should not be in proportion less than the number of minority citizens in the community served. Transportation, maintenance, foodstuffs, supplies, etc., are among those items and services to which this mandate should apply.

VII. PROGRAM CONTENT

A. Comprehensive Services

Optimally, comprehensive services (health, institutional, educational, social, etc.) should be available to all children enrolled in child development programs to assure the meeting of needs and to avoid stigmatizing economically disadvantaged children. Applicant organizations should request funds for these services in proposals and make decisions regarding the kinds of services to be provided in that organization in accordance with general Federal guidelines.

B Parent Participation

Under no circumstances should parents be required directly or indirectly to relinquish control over their children to institutions. Pending legislation (Family Assistance Plan) could mandate the participation of children over 6 in federally supported programs (i. e., children of mothers who are the sole supporters of their families). To reaffirm the right of all parents to control their destinies and those of their children, parent participation in the making of policy is non-negotiable. Parents should make up no less than 51% of the policy-making board. Parents may also serve in an advisory or volunteer capacity but this does not obviate the need for their involvement in decision-making.

The training of parents so that they may perform the policy-making function should be considered an item for which federal funds can be requested.

C. Relevant Curriculum

Where children of minority group extraction are involved, there must be provision for curriculum components which address the unique features of the relevant ethnic and/or social history, culture and community life styles, as defined by the specific ethnic or racial groups involved in individual projects. It is also important to acknowledge the right of groups to adopt so-called educational "models" (e. g., Montesorri) to their own needs or to develop original "models" out of their unique requirements and experiences.

VIII FEDERAL INTERAGENCY DAY CARE REQUIREMENTS

1. These standards should remain in effect. Provision should be made for public hearings in which community spokesmen can be involved, before any specific amendments are made either by legislative and administration action.

2. In the event of conflict between state and local standards and federal requirements, federal requirements shall apply to all programs funded in whole or part through Federal appropriations. When states or localities have individualized needs which require amending federal standards, they should be reviewed by federal authorities to insure consistency.

IX. CONSTRUCTION AND RENOVATION OF FACILITIES

A. Construction Funds

In view of the scarcity of adequate day care facilities in most urban centers, funds must be appropriated for the purchase of land and construction of such facilities as well as for renovation and remodeling costs. In order to permit community groups to compete favorably with other organizations, funds should be provided for construction, land purchase and renovation at 100% of costs. Ample funds must be provided for this purpose.

B. Mortgage Loans

Provisions for the use of mortgage loan programs must deal with the needs of community groups which may not have the equity or initial capital to qualify for bank financing. A suggested approach would be the provision of tax incentives for businesses which might secure such financing for community organizations. Such programs should also be administered by federal authorities according to federal criteria and standards. There should be no state or local involvement in the licensing process.

C. Long-Term Funding and Facility Use

If federal guidelines require a commitment that federally constructed or supported facilities must be used for public purposes for a period of several years, operational funds must be provided for a similar period of time.

D. Minority Involvement

Minority workers must be involved in the construction of federally financed facilities in proportions which parallel at the minimum the percentage of minority residents in the community to be served. Provisions in existing legislation and regulations (e.g., HUD) regarding the use of minority contractors and sub-contractors must also apply to the construction of day care facilities, again consistent with the percentages of minorities served.

X. RESEARCH

A. Research in child development should be accountable and usable. Accordingly, research projects must be integrally related to the ongoing operation of programs. Emphasis and priority should be given to research projects which are tied into local projects; parent policy-boards must be integrally involved in both the design and implementation of such projects.

B. Optimally, research at the federal level should be conducted by the Office of Child Development and/or other agencies which also have program responsibility. The creation of a totally independent research agency is unacceptable because of the inherent dangers involved in conducting research in a vacuum (e. g., irrelevance, political abuses of research results).

C. Provisions for the coordination of research strategies and the dissemination of research results should be an integral part of research planning.

D. If a Board of Directors is established to set research priorities and/or award research grants and contracts, such a Board shall be representative of communities served by federal day care programs and should include laymen as well as professionals and academicians.

E. Provisions should be made for the selection of minority organizations, institutions and individuals to receive research grants and contracts, in proportions paralleling the ratio of these minorities in the communities served.

XI. THE OFFICE OF CHILD DEVELOPMENT

A. The Office of Child Development and its ten regional offices shall be designated as the agency which has responsibility for implementing child development legislation if it can be made responsive and reflective of communities served.

B. Provisions must be made for the creation of policy and advisory committees at regional and federal levels, so that communities may have meaningful input at all levels of programming. Parent and community representation should constitute no less than 51% of the total membership of such bodies.

C. Both regional and national staffs of OCD shall be reflective of the community served with provisions for meaningful participation of minorities at all levels.

XII. COORDINATING MECHANISMS

A. The establishment of organizations which have as their purpose coordination and cooperation among agencies and organizations involved with child development programs is advisable at all levels if:

1. Adequate funds are made available to affected communities in advance to organize for participation on such mechanisms.
2. The functions of such bodies are so defined so as to permit the individualization of programs according to the needs of specific ethnic and/or socio-economic groups.
3. At all levels the representation of parents and community organizations constitutes no less than 51% of the total body.

B. That the primary function of such organizations be the exchange of information concerning child development activities and program needs, innovations and the setting of such priorities that are not addressed in existing federal guidelines.

From A Black Perspective

COMMUNITY COORDINATED
CHILD CARE
(4-C) PROGRAMMING

Black Child Development Institute Inc.

From A Black Perspective

COMMUNITY COORDINATED CHILD CARE (4-C) PROGRAMMING

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The ***FROM A BLACK PERSPECTIVE SERIES*** is a collection of position papers prepared by the Black Child Development Institute, Inc., dealing with current issues and developments in the field of child development. Each paper approaches its topic from the Black point of view and offers guidelines with which Black people can evaluate and act upon child development programs and legislation that affect their community.

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FROM A BLACK PERSPECTIVE

COMMUNITY COORDINATED CHILD CARE (4-C) PROGRAM

Historically, federal governmental agencies have either bypassed or circumvented the poor, the disadvantaged, and minorities whenever new programs have been created to supposedly meet their needs. This approach has in fact created a great deal of frustration and feelings of futility in community people, because those for whom the programs were created, were never involved in any meaningful way in planning. This has been true in the past of other community action and/or citizen programs, and it is again true now in the field of child care and early childhood development.

The federal government has established children-oriented programs, e.g., Headstart, whose basic focus was to socialize children for life in a middle-class society without really dealing with the problems that influence their lives and those of their families and communities. Often several children-oriented programs have existed in the same communities without knowledge of one another, and with no mechanism for coordinating their efforts or meaningfully involving parents. In 1967, the Office of Economic Opportunity, in amendments under Title V, called for a vehicle to be developed to coordinate child care programs, nationally, regionally, statewide and locally.

Although under the Title V amendment, the coordination of day care programs was given priority, no provisions for operational appropriations for coordinating mechanisms were made. In responding to the mandate for coordination, in 1968, the Secretary of the Dept. of Health Education and Welfare established the Federal Panel of Early Childhood (FPEC), an inter-agency group representing all of the Federal agencies that have direct or indirect responsibility for planning, funding, operating or coordinating children's programs. The Panel's primary function is to develop plans on how to most effectively use funds from each of the departments and agencies for operating child care programs to do research in the field and to lend technical assistance. Hence, the first action taken by the Panel was to create a mechanism on the state and local community levels to coordinate child care programs. Thus, the Community Coordinated Child Care (4-C) program was created.

FPEC Structure

The membership of the FPEC is composed of representatives of the Department of Labor, Department of Agriculture, Office of Economic Opportunity, Health, Education and Welfare and Housing and Urban Development. The leadership of the FPEC is the responsibility of the Office of Child Development in the office of the Secretary of the DHEW.

There are several working committees in the FPEC. These committees are: (a) Standards Committee; (b) Technical Assistance Committee;

(c) Funding Committee; and (d) Coordinating Committee (4-C). The chairman of the 4-C Program Committee is Mr. Preston Bruce of DHEW, Office of Child Development, Donohoe Building, 400 - 6th Street, S.W., Washington, D.C. 20003.

This document will deal only with the Coordinating Committee (4-C).

Community Coordinated Child Care (4-C) Program Structure

Federal

The 4-C Program operates on three distinct levels - federal, state and local community. Federal participation has two dimensions: the National Standing Coordinating Committee located in Washington, D. C., and the Federal Regional Committee (FRC) in ten (10) Regional offices. The representation on the National and Regional levels in comprised of relevant Departments of DHEW, e.g., SRS, OE, OCD, etc., as well as other federal agencies involved with day care. The FRC representatives are appointed by the national committee.

State

The second level of the 4-C program is the state committee, the membership of which is composed of 1/3 public, 1/3 private and at least 1/3 parent representation. The state representatives are appointed by or elected by the state committee membership. State 4-C Committees can be convened by the Governor's office or anyone of the State's public or private organizations interested in child care.

Local

The third level of 4-C involvement is the local community, composed of representatives of the same sectors of people who serve on the state level. The basic stipulation for the at least 1/3 parent representation requirement, is that the parents should be a part or members of a recognized community group and must be selected or elected by a parental constituency. The 1/3 private sector may also include representatives of recognized community ("grass roots") organizations, e. g., Headstart, CEP, Urban League, etc., as well as traditional private agencies. (This will be elaborated upon later in the document).

The Community Coordinated Child Care (4-C) Program/Function and Application Process

The program's purpose was conceived of as a system under which local public and private agencies interested in pre-school child development may cooperate with each other on program services, staff development and administrative activities.

The program is being tried in 23 pilot projects and approximately 300 local communities throughout the country for the remainder of the 1970 fiscal year. (See Appendix)*

Need for Local Agreement on Coordination

To be eligible to participate in this program, certain things must take place. First of all, the local participating agencies must agree on the extent to which services are available to:

--see whether the children in greatest economic need are the ones being served;

--identify areas in which better use could be made of existing resources (or where serious gaps in service exist);

--identify groups of children (e.g., the retarded) who are not receiving services.

Secondly, there must be co-ordination of program matters which may involve such things as:

--joint activities for children and parents, (e. g., field trips, parent forums, and cultural festivals,).

--arranging for one agency to provide a specific service to other agencies (e.g., a Headstart center providing group educational activities for pre-school children in family day care homes);

--subcontracting by one agency to another to provide a total program for those children who cannot get the most out of the contracting agency's program, (e. g., using a program with special facilities for a handicapped child).

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*For more information concerning activities in your community, contact:

Preston Bruce, Special Assistant
Office of Child Development
Donohoe Building
400 - 6th Street, S. W.
Washington, D. C.

or your Regional Office of Child Development (See Appendix).

Next, there must be agreements on administrative coordination which may call for such things as:

--loan of staff, supplies, and equipment for special projects or events;

--establishment of case reference committees to discuss the adjustment of children whose families are served by more than one agency;

Finally, there should be agreements on staff development which would, for example:

--enable the staff of new or smaller agencies to work part-time in an older or larger agency.

--establish a personnel referral system so that staff from one agency could go on to more responsible work at another agency;

--arrange for joint staff training programs and for personnel to observe one another's programs.

Federal Criteria to be Met

In addition to the things that must be done for coordination, there are a number of Federal criteria that must be met before the Office of Child Development representative of the Federal Regional Committee will recognize a local 4-C program. These criteria are listed below:

I. Written evidence that agreements have been reached by participating agencies which:

a. Establish a continuing policy board including representatives of public and private child care agencies and parent-elected parent representatives being served by child care programs (must be at least one-third of the policy board).

b. Set up an administrative body for the program which may be:

1. members of, or staff assigned to, the policy board;
2. one of the participating agencies; or
3. a new agency created for the purpose.

c. Draw by-laws for the operation of the 4-C Program.

d. Provide for additional agencies to join the program when they subscribe to the agreement.

e. Make provisions for financing of the policy committee administrative structure.

II. A plan agreed to by participating agencies which will define:

a. The type of children and families to be served by each agency;

b. The section of the community served by each agency; and

c. The kinds of services to be provided.

III. Program participants represent at least 50 percent of the total Federal funds received in the community the previous fiscal year for child care activities.

IV. Real attempts have been made to:

a. Cooperate with the proper state agencies;

b. Cooperate with the City Demonstration Agency or other agencies who do community-wide planning, (e.g., Health and Welfare Planning Council, etc.)

c. Cooperate with or establish appropriate private agencies interested in gathering support for child care programs such as volunteer agencies.

V. Agreements have been reached for joint efforts in program coordination by at least one of the following:

a. Joint program services in the areas of medical, dental, psychological services or the recruitment of children for the program;

b. Joint activity in cultural, recreational, parent education and/or other areas;

c. Cooperative use of supervisory or special personnel, e. g., music, art, language or head teachers.

VI. Agreements have been reached for joint efforts in staff development by having one of the above or something similar:

a. Staff from one program visit other programs;

b. Exchange of personel for training purposes;

Submitting An Application

The way to submit an application to the Federal Regional 4-C Committee (and to the state 4-C Committee where one exists) is to send in a letter giving:

I. The name of the proposed program.

II. The name and address of the organization administering the program.

III. The name, address and telephone number of the chairman of the Policy Committee and the chief administering officials.

IV. Description of the Policy Committee membership and how they were selected and appointed.

V. Copies of agreements on matters covered by the above criteria II.

VII. Copies of letters containing the views of the State Departments of Health, Education, Welfare and Employment, and the state Office of Economic Opportunity, if no state 4-C committee exists.

VIII. A letter stating the views of any coordinating bodies that may not have joined the 4-C Program structure.

Ten copies of the application should be sent to the chairman of the Federal Regional 4-C Committee and to the state committee, where one exists.

After reaching a decision on the application, the FRC will let you know whether or not your application is okay or if additional information or changes are necessary. (Note: a representative of the FRC should have worked closely with the appropriate state agencies and your community in developing your application.)

Benefits of Coordination

Recognized 4-C programs may get more benefit from coordination through joint funding, a process by which funds from several Federal agencies are treated as a single grant. (This is authorized by section 612 of the Economic Opportunity Act; at present, however, it is necessary that some of the funds come from programs authorized under that act, e.g., Headstart). This would allow the 4-C Program to make only one application directly with a single Federal agency and allow for simpler funding and administration at the local level.

For More Information

For more detailed information on how to set up a local 4-C program, write OCD for its "Interim Policy Guide for the 4-C Program pamphlet" All requests for technical assistance from the Federal Government should go to OCD, Donohoe Building, 400 - 6th Street, S. W., Washington, D.C., or to the Representative of the Office of Child Development on the Federal Regional Committee. (See Appendix) The Day Care and Child Development Council of America, 1426 "H" Street, N. W., Suite 340, Washington, D.C. 20005, and the Office of Education are also supposed to be prepared to work with FRCs in assisting local 4-C Programs. (Details will follow later)

How Folks Can Initiate a Local 4-C Program

Needless to say, in spite of provisions for representation, the local community does not now have a prescribed role to play on the Federal 4-C Program. However, local folks can create their own constituency on the community level to initiate a 4-C program. Let's examine the prospects for initiating a program.

Initially, the folks on the community level who are involved with Child Care Programs have to become familiar with the 4-C Program concept and be given some in-depth analysis of its functions and responsibility. In this way, the people can decide whether or not the program is relevant and beneficial to their community's particular needs. This can be accomplished by holding a series of workshops with individual and collective gatherings of programs, parent groups and community organizations, e. g., National Welfare Rights Organization, etc.

Once the folks have been well grounded in understanding the operation and standards of the program, they can then select their representatives of this consortium of groups and organizations. This group would form the fundamental base for a 4-C program. The organization or federation should at this point begin to educate and involve the larger and traditional Black agencies and organizations regarding the creation of a 4-C Program (Urban League, Poverty Program, etc.). Once an agreement has been reached, and all participants understand that all Black people have a need to work with each other in a cooperative and coordinated way; this coalesence of groups and organizations can then approach the old line traditional public and private city agencies, e.g., Health and Welfare Council, YMCA, Welfare Department, etc., to join them in forming a 4-C Program.

Once this has been accomplished and each group and organization has agreed to cooperate in this effort, you are on your way.

The elections of officers should be made to establish a formal structure with whom the Federal government will relate to as the identified officials of the 4-C Program. Keep in mind, however, that the community should have at least 1/3 representation (preferably 51%) of the body. Be sure that the folk organizations are heavily involved on the Executive (policy making) committee. Only then, should application be made for formal recognition of the group as the official 4-C Organization.

Keep in mind, also, as explained earlier, an already existing public or private organization or agency can make application for being the 4-C Program in any local or state locality. Organizing, as spelled out above means getting local folks and organizations in the local and the state 4-C Program! So, if interested, get your wheels turning and begin spreading the word and getting together, or you may find out that there is a 4-C Program out already functioning in your community, and the folks have been programmed out.

Where 4-C Already Exists

There are 4-C Programs already in existence in some 300 communities. If there is one in your community, you should find out if the program has an at least 1/3 representation of parents and community people. If it's discovered that community people are not represented, steps should be taken to see that they are involved. This should be done in order to protect the community's interest, and to make the kinds of inputs to assure that existing programs that are supposed to meet their needs are doing their J. O. B.. This, of course, also allows the community representatives an opportunity to evaluate the effectiveness of this kind of a vehicle.

Institution Building

Finally, promoting this kind of coalesence of groups could initiate institution building in the Black community. Through the right kind of politicizing and organizing the community, co-operatives or community corporations may be formed to supply the business needs of day care centers (e.g., transportation, food services, bedding, toys, etc.). This may allow the community to compete with the national franchisers who are busy making plans to corner the child development market.

Needless to say, the Black community stands a better chance at community control if it organizes and seizes the initiative rather than waiting until it is forced upon the community (witness Urban Renewal, Model Cities, etc.).

Assistance For Creating and Developing 4-C Program

The Day Care and Child Development Council of America has been funded by OEO/HEW to render technical assistance to community and states who apply for 4-C programs. The shortcomings of this assistance are many.

First of all, the policies for 4-C Programs are formulated by the 4-C Standing Committee at the federal level. There are no provisions for citizen or parent input. The Federal Regional Committee develops their own set of operating procedures within the federal guidelines. The Federal Standing Committee has the responsibility to evaluate (or develop a mechanism for evaluating) the 4-C Programs.

OEO/DHEW entered into a contract with the Day Care and Child Development Council of America, Inc. to provide technical assistance to some states and communities in planning 4-C programs. The technical assistance available is:

a. A small amount of financial assistance to supplement local and state planning capacity.

    1. Sub-contracts
    2. specialized consultation for specific tasks.

b. Consultation by Day Care and Child Development Council of America Field Staff.

c. Publication for disseminating technical information - the VOICE newsletter.

The financial assistance is limited to only $18, 000. for each Region which must have no less than two (2) pilot projects - one local and one state, but not necessarily in the same state. These funds are to be supplemented by local resources in most situtations. Moreover, Day Care and Child Development Council has not indicated any great commitment to the involvement of community groups, preferring to deal with established private and public agencies.

As evidenced in the above, 4-C is not by any means a serious priority of the federal government, if it wants to maximize the program's effect in local communities. A mere $18, 000 or less, is not enough to finance one good program administrator, needless to say enough to allow for meaningful and relevant planning. However, if this sort of mechanism does exist in your community, don't fail to have your organization get involved in it. Hold the Day Care Council accountable, moreover, for the assistance it is supposed to provide!

Things to Watch Out For in 4-C

Now, let's deal with some realities with regard to your local community! As outlined in the 4-C Program manual, "Community" is quite ill-defined. The manual speaks to an agency community, both public and private, and at the same time to parent groups and organizations who combine to make up a 4-C program. With this in mind, and the fact that the 4-C organization on the community level has very little power to determine policy, how can an organization such as 4-C relate to the day care/ child development needs of local people? If, in fact, a 4-C community encompasses a full county or city, this would seem to preclude the fact that local people in a neighborhood could establish a 4-C Program. If so, the Black community may find itself surrounded by a 4-C area in which they are just a small entity without much, if any, authority over what goes on programmatically, and needless to say, without any control.

State Representation

According to the plan, local 4-C representatives may be elected or selected to the state 4-C committee. This calls for securing transportation for local people to attend the state 4-C meetings, where the state plans are developed for state and local implementation. The question is, will the participating agencies or the 4-C Program furnish transportation for local people? If not, how are local people going to be able to take part in the program on the state level? The local people have to have some means of transportation to attend state 4-C meetings if, they are to take part in or "develop" a relationship with the State Committee.

It is of the utmost importance that established national organizations, such as The National Welfare Rights Organization, Urban League, National Council of Negro Women, etc., become allies in the undertaking of forming 4-C Committees. Organizations such as these can participate under the provisions for private organizations or agency representation. Therefore, it is important to establish good working relationships with them so that Black day care operations can receive maximum benefits from the program, and community control can be realized.

The requirements for overall joint coordination of program services, staff development or administration in 4-C programs suggests that Black programs may gain from other established programs some needed programmatic assistance. On the other hand, these areas of coordination may serve as a means for Black program co-operation. The Black programs may be overwhelmed by white-oriented programs, and in the long run, they may lose their identity in such a maze of operations. However, if the operators and parents of Black programs concur about their "specific" needs for program development and establish themselves as a force in the 4-C Program, areas of coordination can be identified and dictated to the State and Regional Committees. Also, through collective efforts, positions can be taken to assure them that their particular needs will be met.

Are 4-C Guidelines Relevant?

Finally, maybe the 4-C guidelines as projected are not relevant to Black people? Maybe a definition for program coordination for Black people should come from the community? Maybe the guidelines on the federal level should be developed in a coordinated way with local people? Maybe, the federal government should allocate funds for supporting the development of the state and local 4-C Committees and hire salaried staff to coordinate the organization of the program? Although these and many other questions and options remain unanswered and unclear, the fact remains that 4-C is operative and it may be in your community. If so, you should know about it and be involved so that no "games will be run on you" by the traditional types.

Check It Out

If this approach looks promising, investigate the posibilities to get more information about starting one and initiate it yourself. If one exists in your community and you feel as though it's not for the benefit of Black people, do something about it!

Prepared by:

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APPENDIX A

Requests for information and/or technical assistance in starting a local 4-C program should be directed to the Regional Office of Child Development serving your community. The names of the Office administrators are listed below:

Region I Conn., Maine, Mass., New Hampshire, Rhode Island, Vermont	Mrs. Rheable Edwards John F. Kennedy Fed. Bldg. Government Center Boston, Mass.
Region II Delaware, New Jersey, Pa., New York	Mr. Jed Diaz 26 Federal Plaza, Rm. #1005 New York, New York 10007
Region III D. C., Ky., N.C., Va., Puerto Rico, Virgin Islands	Mr. Fred Digby 220 - 7th Street, N.E. Charlottesville, Va. 22901
Region IV Ala., Fla., Ga., Miss., S.C., Tenn.	Mrs. Barbara Whitaker Room 404 50 Seventh Street, N.W. Atlanta, Ga. 30323
Region V Ill., Ind., Mich., Ohio, Wisc.	Mr. Philip Jarmack Room 712, New P. O. Bldg. 433 N. Van Buren St. Chicago, Ill. 60607
Region VI Iowa, Kansas, Minn., Mo., Neb., N.D., S.D.,	Mrs. Linda Carson 601 E. 12th Street Kansas City, Mo. 64106
Region VII Ark., La., N. Mexico, Okla., Texas	Mrs. Thomas Sullivan 1114 Commerce Street Dallas, Texas 75202

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Region VIII Colo., Montana, Utah, Wyoming	Mr. Robert Kolar 9017 Federal Office Bldg. 19th & Stout Streets Denver, Colorado 80202
Region IX Ariz., Calif., Hawaii, Nev., Guam, Amer. Samoa	Mr. Sam Miller Federal Office Bldg. 50 Fulton Street San Francisco, Calif.
Region X Alaska, Idaho, Ore., Wash.	Mr. Bernard Kelly Regional Director, DHEW Arcade Bldg., 1319 Second Avenue Seattle, Washington

APPENDIX B

REGIONAL PILOTS

REGION I

Community Pilot:	Holyoke/Chicopee, Massachusetts
State Pilot:	New Hampshire

REGION II

Community Pilot:	Westchester County, New York
State Pilot:	Pennsylvania

REGION III

Community Pilot:	Louisville, Kentucky
State Pilot	Maryland

REGION IV

Community Pilot:	Atlanta, Georgia
Community Pilot:	Miami, Florida

REGION V

Community Pilot:	Flint, Michigan
State Pilot:	Ohio

REGION VI

Community Pilot:	Sedgwick County, Kansas
State Pilot:	Nebraska

REGION VII

Community Pilot:	San Antonio, Texas
State Pilot:	Arkansas

REGION VIII

Community Pilot:	Denver, Colorado
Community Pilot:	Helena, Montana
Community Pilot:	Missoula, Montana
State Pilot:	Colorado

REGIONAL PILOTS

REGION IX

Community Pilot:	Los Angeles, California
Community Pilot:	Portland, Oregon
Community Pilot:	Seattle, Washington
State Pilot:	Oregon

RURAL PILOT

Tupelo, Mississippi

INDIAN PILOT

Zuni Indian Pilot

Senator **Mondale**. We stand in recess to the call of the Chair.

(Whereupon, at 12:20 p.m., the hearing was adjourned, subject to the call of the Chair.)

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